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ABSTRACT

This document presents a record of a congressional oversight hearing on the Department of Defense Dependents' Schools (DODDS). The hearing focused on the operation of the DODDS, and specifically on whether or not the changes being made within the Department of Defense are consistant with Public Law 95-561, which established the Defense Dependents' Education System. Testimony was presented by Anthony Cardinale, former director of DODDS; Ernest Lehmann, from the Overseas Federation of Teachers; Barbara S. Pope, Department of Defense, Family Support, Education, and Safety; Jack Rollins, Overseas Education Association; and Beth Stephens, director of DODDS. Prepared statements, letters, and supplemental materials are included. (CB)

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OVERSIGHT HEARING ON DEPARTMENT OF DEFENSE DEPENDENTS' SCHOOLS

ED287819

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, DC, JULY 30, 1986

Serial No. 99-137

Printed for the use of the Committee on Education and Labor

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OVERSIGHT HEARING ON DEPARTMENT OF DEFENSE DEPENDENTS' SCHOOLS

WEDNESDAY, JULY 30, 1986

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 10 a.m., in room 2175, Rayburn House Office Building, Hon. Augustus F. Hawkins (chairman of the subcommittee) presiding.

Members present: Representatives Hawkins, Ford, Kildee, and Goodling.

Staff present: Jack F. Jennings, Nancy Kober, Kris Gilbert, Beverly Griffin, and Andrew Hartman.

Chairman HAWKINS. The Subcommittee on Elementary, Secondary, and Vocational Education is called to order.

This morning, the subcommittee is conducting an oversight hearing on the Department of Defense Dependents' Schools.

I will forego a statement, inasmuch as we have been delayed in the hearing this morning, and we do want to accommodate the witnesses before some additional votes occur in the House and prevent us from proceeding as diligently as we would otherwise.

The Chair of the subcommittee would like, at this time, to yield the chair to the chairman of the Post Office and Civil Service Committee, which has some jurisdiction in this area.

But before doing so, may I merely use a few minutes to pay my tribute to William Ford of Michigan.

Earlier in our careers, when we had more time and fewer responsibilities, we travelled to many places in order to look at what was happening the Defense Dependents' Schools.

I think a tremendous amount of the enthusiasm that went into those travels and the results obtained are due primarily to Mr. Ford, who took this as a primary mission of his.

I was going along because I was involved in trade and employment activities.

So, it is, however, a hearing long overdue.

We understand that in the reorganization of the system that some changes will be made.

We are also obvious of the fact that some budget cuts have been made, which may have an adverse impact on the quality of education. And because of these and other matters, and because of our sincere desire that those who are required by public service over-

seas, will not forego the opportunity of having their children educated as well as any children that we have.

For that reason, it's a privilege for me to yield the gavel at this time and have Mr. Ford preside over these hearings as the individual who knows most about the subject than, I think, any other Member of Congress.

Mr. Ford, would you take the chair, please?

Mr. FORD. Thank you, Mr. Chairman.

I want to thank you for calling this hearing on rather short notice in the middle of the busiest time of this Congress. And I know the tremendous demands your time on as the chairman of this committee. It seems like I meet you coming and going, wherever I move around the Hill, these days.

Our hearing, today, will focus on the operation of the Department of Defense Dependents' Schools, and specifically on whether or not the changes that are being made within the Department of Defense are consistent with Public Law 95-561, which established the Defense Dependents' Education System.

It should be recalled that although we have had American schools in foreign countries for the purpose of educating the children of our military stationed in those countries since 1946, it was not until the committee acted in 1978, by the passage of Public Law 95-561, that the schools were actually authorized any place in law.

The existence of the schools had always been dependent upon a little item in the defense appropriations bill every year that said, in addition to everything else, here's some money to run a school system. It was literally that loose a structure for many years.

When this committee started to look at the schools in 1965 and 1966, we visited them all around the world. We found that the best thing you could say about the way they were organized was that they weren't organized. They were operating differently in the Army, the Navy, and the Air Force.

And, as they frequently do, the Army, Navy, and the Air Force were fiercely proud that they were different from one another in the way they were running schools, as if there was an Army way to educate a child, a Navy way to educate a child, and an Air Force way.

Part of what was involved in subsequent years was trying to break down that isolation and get people to understand that the primary mission of these schools was the education of dependent children, and not the gratification of Americans in exile who enjoyed sitting on the equivalent of a school board and playing home town school board member.

Some of you, particularly, Tony, will remember that we've had instances of that kind over the years.

This school system, if it were brought together in the country, would be the ninth largest school system in the United States, with 150,000 students.

We are, of course, constrained by the rules of the House to maintain a consistent oversight over legislation after we pass it. The purpose of this hearing is to simply inquire into whether or not the contemplated organization of the management of the schools is consistent with the intent of that legislation.

Our first witness.

Did you want to say anything, Bill?

[No response.]

Mr. FORD. Our first witness, today, is Barbara Pope, Deputy Assistant Secretary of Defense for Family Support, Education, and Safety, of the U.S. Department of Defense.

Without objection, the prepared statement submitted by Mrs. Pope will be included in full at this point in the record.

[Prepared statement of Barbara Pope follows:]

PREPARED STATEMENT OF BARBARA S. POPE, DEPUTY ASSISTANT SECRETARY OF DEFENSE FOR FAMILY SUPPORT, EDUCATION, AND SAFETY, U.S. DEPARTMENT OF DEFENSE

Mr. Chairman:

As the Deputy Assistant Secretary of Defense for Family Support, Education and Safety, I am pleased to appear before you today to discuss Dependents' Education Policy in the Department of Defense. I appreciate the efforts of this committee, and you, Mr. Chairman, in particular, for your support of and assistance to high quality education for the children of our military members.

Education for military members and their dependents is of great importance to this Administration. We recognize not only the value of a quality education to the individual, but also to the military community and ultimately to the security of the nation.

Today I would like to discuss with you the organization which I head, especially as it relates to management of the Department of Defense Dependents Schools (DoDDS). I report directly to the Assistant Secretary of Defense (Force Management and Personnel). Directors representing these various concerns report directly to me. (Please see the organization chart attached at the end of my testimony for a more detailed description.) My office was established to provide a coherent and unified reporting structure for all policy issues relating to family support, education and safety.

Family Support, Education and Safety issues are the "make or break issues" for our career military members. Often a member's decision to remain in the military is based on these quality of

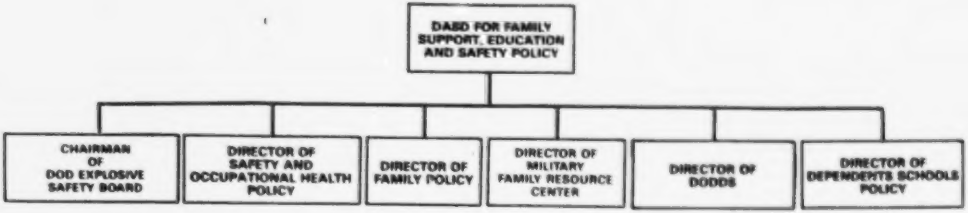
life issues as they impact not only the service member, but the member's family. Because each affects the other in many interrelated ways, these issues need to be considered collectively, not separately. The current organization does this.

In addition to the DoDDS office, my organization includes a Dependents Schools Policy Office. This office was established specifically to provide assistance with respect to dependents education in the United States and its territories -- Section 6 Schools. It also provides technical assistance with respect to my administrative and management responsibilities for the overseas dependents schools system (DoDDS). Finally, it is the focal point and the office responsible for coordinating all issues in my deputate.

Under this organizational structure, all operational responsibilities still remain with the Director, DoDDS. It also ensures that DoDDS remains as one of the most important elements in the quality of life for our military members. Both the Assistant Secretary and I are committed to the vitality of the DoDDS system.

I am a strong advocate of our overseas dependents schools system and of the organizational structure of which it is a part. This structure is fully consistent with the requirements and objectives of the original Defense Dependents' Education Act of 1978, P.L. 95-561. The present structure also offers a coherent and viable framework in which problematic issues can be addressed and important family and quality of life issues can be identified, nurtured and ultimately flourish.

I would be pleased to address your questions.


DASD FOR FAMILY SUPPORT, EDUCATION AND SAFETY POLICY
CHAIRMAN OF DOD EXPLOSIVE SAFETY BOARD
DIRECTOR OF SAFETY AND OCCUPATIONAL HEALTH POLICY
DIRECTOR OF FAMILY POLICY
DIRECTOR OF MILITARY FAMILY RESOURCE CENTER
DIRECTOR OF DODDS
DIRECTOR OF DEPENDENTS SCHOOLS POLICY

Mr. FORD. And you may proceed to comment on it, add to it, supplement it, or highlight it in any way that you feel most comfortable.

STATEMENT OF BARBARA S. POPE, DEPUTY ASSISTANT SECRETARY OF DEFENSE FOR FAMILY SUPPORT, EDUCATION, AND SAFETY, U.S. DEPARTMENT OF DEFENSE

Ms. POPE. Thank you, Mr. Chairman.

I believe you've also received the statement from the Assistant Secretary. And I would like to request that it also be submitted for the record.

Mr. FORD. Yes.

We have a statement from Mr. Chapman B. Cox, Assistant Secretary of Defense [Force Management and Personnel].

And, without objection, that will be inserted in the record immediately following the testimony of Mrs. Pope.

You may proceed.

Ms. POPE. Thank you.

Mr. Chairman, I am pleased to appear before you today to discuss Dependents' Education Policy in the Department of Defense.

Since June, I have been the Deputy Assistant Secretary of Defense for Family Support, Education, and Safety.

I appreciate the efforts of this committee and you, Mr. Chairman, in particular, for your support of and assistance to high quality education for the children of our military members.

Education for military members and their dependents is of great importance to this administration. We recognize not only the value of a quality education to the individual, but also the military community and, ultimately, to the security of the nation.

Today, I would like to discuss with you the organization which I head, especially as it relates to management of the Department of Defense Dependents' Schools.

I report directly to the Assistant Secretary of Defense for Force Management and Personnel.

Directors representing these various concerns report directly to me. My organizational chart is attached at the end of my statement.

My office was established to provide a coherent and unified reporting structure for all policy issues relating to family support, education, and safety.

Family support, education, and safety issues are the make-or-break-issues for our career military members. Often, a member's decision to remain in the military is based on these quality of life issues as they impact not only the service member, but also the member's family.

Because each affects the other in many interrelated ways, these issues need to be considered collectively, not separately. The current organization does this.

In addition to the DODDS office, my organization includes a Dependents Schools Policy Office. This office was established specifically to provide assistance with respect to dependents' education in the United States and its territories—section six schools.

It also provides technical assistance with respect to my administrative and management responsibilities for the overseas dependents' schools system.

Finally, it is the focal point and the office responsible for coordinating all issues in my deputate.

Under this organizational structure, all operational responsibilities for DODDS still remains with the Director of DODDS. It also ensures that DODDS remains as one of the most important elements in the quality of life issues for our military members.

Both the Assistant Secretary and I are committed to the vitality of the DODDS system.

I am a strong advocate of our overseas dependents' schools system and of the organizational structure of which it is a part. This structure is fully consistent with the requirements and objectives of the original Defense Dependents' Education Act of 1978, Public Law 95-561.

The present structure also offers a coherent and viable framework in which problematic issues can be addressed and important family and quality of life issues can be identified, nurtured, and ultimately flourish.

I would be pleased to answer your questions.

[Prepared statement of Chapman Cox follows:]

Prepared Statement of Chapman B. Cox, Assistant Secretary of Defense (Force Management and Personnel)

Mr. Chairman:

It is a pleasure to have the opportunity to explain the organizational structure of the Department of Defense relating to management of the Department of Defense Dependent Schools (DoDDS). I know that this Committee is familiar with this overseas school system and with its many accomplishments, and I appreciate your support in this regard.

Currently my office, Force Management and Personnel, is comprised of six deputates, 22 directorates and numerous committees, boards, and field activities. I am responsible for a $100 billion budget and over 2 million military and 1.1 million civilian employees.

I have deputies reporting directly to me who are responsible for the daily oversight of the hundreds of issues that come under my purview. All management decisions, goals and initiatives are at my direction; and all decisions are ultimately my responsibility. My deputies act as my executive agents.

My office reorganization began one year ago. At that time, a new Deputy Assistant Secretary of Defense was appointed with responsibility for the policy issues of DoDDS. As a result of my concern for the support of all quality of life issues, especially education, I expanded the duties of this new DASD. I believe that this new deputate elevates all family and quality of life issues, especially education, strongly supported by the military services. Although its budget is small -- $1 billion -- and its people are few -- fewer than 20,000 -- the new deputate is on par

with my much larger military personnel and civilian personnel deputates. Because of the importance of the issues under the new DASD's responsibility, I felt that equal standing was necessary.

The new DASD was created to address and coordinate all policy matters and issues pertaining to family support, education and safety. To accomplish this objective, the Military Family Resource Centers in the ASD for Health Affairs, the Office for Family Policy with the DASD for Military Manpower and Personnel Policy, the dependents education programs (DoDDS and Section 6 Schools) within the DASD for Education, and the Office for Safety Policy in the DASD for Equal Opportunity, were relocated to the new office.

It is important to note that all operational responsibilities in the area of overseas dependent education are still delegated to the Director, DoDDS. In addition to these functions, however, I established a new Dependents Schools Policy Directorate under the DASD (FSE&S). This directorate has been tasked to carry out my responsibilities relating to Section 6 schools, and to provide policy coordination and technical assistance to the DASD (FSE&S) and, in turn, me with respect to dependents education overseas.

As background: In 1981, the Director, DoDDS, reported to a Deputy Assistant Secretary of Defense who reported directly to the Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics), now titled the Assistant Secretary of Defense for Force Management and Personnel. From 1983-1985, the Director,

DoDDS, reported directly to the Assistant Secretary. Now, the Director, DoDDS, reports again to a Deputy Assistant Secretary, the DASD (FSE&S).

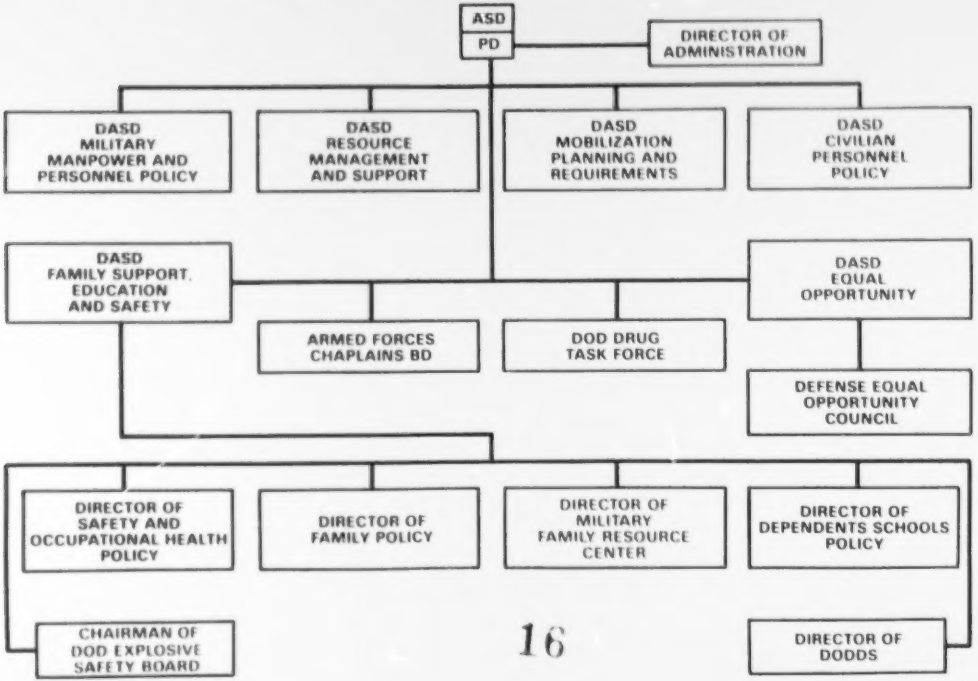
I would ask that the opinion of the Department of Defense General Counsel on the authority of the DASD (FSE&S) over DoDDS be inserted for the record.

I believe that including DoDDS in the new FSE&S deputate is beneficial to DoDDS students, teachers and administrators. It ensures that the DoD military and civilian community is afforded an opportunity to voice concerns outside of the normal DoDDS organizational channels. It also elevates DoDDS and ensures that DoDDS is represented as the most important family issue. Since this new organization took place, I have received positive feedback from military members, parents, students and educators.

In closing, I would like to reiterate my strong support of DoDDS and my respect for its many accomplishments. I believe the quality of education for our dependent children is enhanced as a result of this new organization. I believe that DoDDS has been given higher visibility and equal standing with other quality of life issues to ensure the highest possible attention by myself and the Secretary of Defense to DoDDS issues and concerns.

I appreciate your interest in and support of the Department's school systems and would be pleased to answer any questions you may have.

ASSISTANT SECRE[illegible]OF DEFENSE FOR FORCE MANAGEMENT AND PERSONNEL


ASD
PD
DIRECTOR OF ADMINISTRATION
DASD MILITARY MANPOWER AND PERSONNEL POLICY
DASD RESOURCE MANAGEMENT AND SUPPORT
DASD MOBILIZATION PLANNING AND REQUIREMENTS
DASD CIVILIAN PERSONNEL POLICY
DASD FAMILY SUPPORT, EDUCATION AND SAFETY
DASD EQUAL OPPORTUNITY
ARMED FORCES CHAPLAINS BD
DOD DRUG TASK FORCE
DEFENSE EQUAL OPPORTUNITY COUNCIL
DIRECTOR OF SAFETY AND OCCUPATIONAL HEALTH POLICY
DIRECTOR OF FAMILY POLICY
DIRECTOR OF MILITARY FAMILY RESOURCE CENTER
DIRECTOR OF DEPENDENTS SCHOOLS POLICY
CHAIRMAN OF DOD EXPLOSIVE SAFETY BOARD
DIRECTOR OF DODDS

Mr. FORD. What happened to the previous organizational structure where the Director of DODDS reported directly to the Assistant Secretary for Manpower, Reserve Affairs and Logistics?

Ms. POPE. I can't address what happened before I was here.

The organization, the current organization, began a year ago.

Mr. FORD. But do you know how the DOD Schools got out from under that secretarial position?

Ms. POPE. No, sir.

Mr. FORD. Does that secretarial position still exist?

Ms. POPE. It's now the Assistant Secretary of Defense for Force Management and Personnel.

Mr. FORD. That's what was previously called the Assistant Secretary for Manpower, Reserve Affairs and Logistics?

Ms. POPE. Yes, sir.

Mr. FORD. All right.

Could you comment on the new organizational structure with respect to the requirements of Public Law 95-561 in section 1403, which establishes the office?

Are you satisfied that the new way in which you have structured this office, as a parallel office to these other functions under you, meets the intent of the statute?

Ms. POPE. Yes, sir, I do. I refer you also to the DOD General Counsel opinion of June 20th that looks at the statute, and that it is in compliance with the intent of Public Law.

Mr. FORD. May I have a copy of that?

Ms. POPE. The office was established to further support the DODDS system.

Mr. FORD. I think somebody has submitted a copy of the Counsel's opinion dated June 20th.

Ms. POPE. Yes, sir.

Mr. FORD. That's the one you're referring to?

Without objection, this will be inserted in full in the record. It's only a page and a half.

[The information referred to follows:]

GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE

WASHINGTON, D.C. 20301

June 20, 1986

MEMORANDUM FOR THE ASSISTANT SECRETARY OF DEFENSE (FORCE MANAGEMENT AND PERSONNEL)

SUBJECT: Management of the DoD Dependents Schools (DoDDS)

You have requested this office's opinion on the authority of the Secretary of Defense and the Assistant Secretary of Defense (Force Management and Personnel) to manage DoDDS. I conclude, as a matter of law, that the Secretary and the Assistant Secretary exercise authority, direction, and control over DoDDS in all respects. Because you have delegated those powers to the Deputy Assistant Secretary of Defense (Family Support, Education and Safety), she also exercises authority, direction, and control over DoDDS in all respects.

DoDDS is an element of the Department of Defense. 20 U.S.C. § 922(a) (1982); DoD Directive 1342.6. DoDDS, therefore, is under "the authority, direction, and control" of the Secretary of Defense. 10 U.S.C. § 133(b) (1982). The Secretary has the right to delegate these powers to another official of the Department. Id. § 133(d). The Secretary has done so with respect to DoDDS: The charter of the Assistant Secretary of Defense (Force Management and Personnel) confers all of the Secretary's authority to manage DoDDS on the Assistant Secretary. DoD Directive 5124.2, §§ E.1.c, F.7. This includes, but is not limited to, the establishment of educator positions. Id. encl. 1, § 16.

The Secretary has expressly empowered the Assistant Secretary to redelegate authority, direction, and control over DoDDS. DoD Directive 5124.2, encl. 1; DoD Directive 1342.6, § E.3. I understand that, acting on the Assistant Secretary's recommendation, the Secretary has appointed Ms. Barbara Spyridon Pope as the Deputy Assistant Secretary of Defense (Family Support, Education and Safety) and has given her authority, direction, and control over DoDDS, subject to guidance from the Secretary and the Assistant Secretary. Ms. Pope, therefore, stands in the shoes of the Secretary and the Assistant Secretary in directing the operations of and establishing policy for DoDDS.

Nothing in the Defense Dependents' Education Act of 1978, Pub. L. No. 95-561, as amended, 20 U.S.C. §§ 921-32, is inconsistent with the principles set forth above. Under the Act, there is a "Director of Dependents Education" who is chosen by the Secretary of Defense and reports to the Assistant Secretary of Defense (Force Management and Personnel). 20 U.S.C. § 922(a)(2). This provision does not deprive the Secretary or the

Assistant Secretary of the right to designate other officials of the Department, such as the Deputy Assistant Secretary of Defense (Family Support, Education and Safety), to whom the Director must report and to whose directions the Director is subject. See 10 U.S.C. §§ 133, 136(a)(3). It follows, therefore, that in exercising the functions listed in Pub. L. No. 95-561, the Director must comply with guidance from the Secretary, the Assistant Secretary, the Deputy Assistant Secretary, and all others whom competent authority has placed above the Director. Moreover, the Director's superiors, including but not limited to the Deputy Assistant Secretary, may personally perform those functions or may assign them to other DoD personnel.

H. Lawrence Garrett, III

Mr. FORD. Now, what are your current responsibilities with respect to the DODD Schools?

Ms. POPE. Basically, I was hired as a manager.

It was the Assistant Secretary's intent that all family issues be elevated to a deputy level, and that we further support his office's mission for quality education.

And by establishing this directorate I have counterparts in all the services, so that DODDS' problems can be discussed at my counterpart level with the services, and we can further support the mission of DODDS.

Mine is an oversight responsibility.

Mr. FORD. Now, are you the first occupant of this position?

Ms. POPE. Yes, sir. There was an acting person when the office was established, I believe, in February of this year. But I am the first person to occupy the job fully.

Mr. FORD. All right.

Who did the DODDS Director report to before you?

Ms. POPE. Well, to this position.

Mr. FORD. Before your position.

Ms. POPE. In the summer of last year, the Director reported to a Deputy for Education. And prior to that, directly to the Assistant Secretary.

Mr. FORD. There's still a Deputy for Education?

Ms. POPE. No, sir. That was combined with this office. It's now Family Support, Education, and Safety.

Mr. FORD. I see.

Now, you have a new office that parallels the DODDS directorate, and, according to your organizational chart, is at the same level with it. And it's called an Office of Dependents' Schools Policy.

What does that office do?

Ms. POPE. With the new reorganization, the section six school issues were taken out of the DOD Dependent's Schools and brought to a director level in my organization. And along with that were the four positions that dealt with section six schools.

In addition to those four positions, there were four people there who deal with providing the Assistant Secretary with administrative and technical support on all issues in my organization, so that——

Mr. FORD. And the Office of Dependents' Schools Policy deals only with section six schools?

Ms. POPE. It deals with section six schools and all force management personnel DOD policies on all dependents' education.

So, it's a coordinating and reviewing office to ensure that we're in compliance with all general DOD policy and all educational issues.

Mr. FORD. Now, I have another chart before me. I don't know if you can see it from down there. It shows the Office of Dependents' Schools Policy here, and a box below that showing the Director of Dependents' Schools, with this office reporting to the Office of Dependents' Schools Policy, and only through this office getting to you. Is that correct?

Ms. POPE. No, sir.

That was a chart that was written before I came on board. Since that's——

Mr. FORD. This is not the contemplated organization?

Ms. POPE. No, sir.

Mr. FORD. Was this organization in place at any time do you know?

Ms. POPE. I don't know. I'd be glad to find out. I can't address this.

Mr. FORD. Now, we've also been informed that the school personnel have been encouraged to report directly to you as a Deputy Assistant Secretary, rather than to the Director of the system.

Is this accurate?

Ms. POPE. No, sir. The school personnel? No, sir.

What the Assistant Secretary has done and is happening is that we're establishing an appeal process within the school advisory committee so that school problems are resolved at local levels, that there is an appeal process if a decision at the regional level or the director's level isn't satisfactory to the local schools, and parents, and teachers, and that at least it has an opportunity to be responded to by the Assistant Secretary.

But no one has been directed to report to me.

Mr. FORD. Now, if I recall, Public Law 95-561 very specifically requires that if you do any reorganizing of the Department of Defense Dependents' Schools you'll notify this committee.

To date, we haven't had any notice of a reorganization. Do you know if one is being prepared?

Ms. POPE. I don't know, but I'll be glad to find out for you and respond.

Mr. FORD. Well, the reason for that was so that we didn't have to hear on the wind that things like this were happening. If somebody decided to move the structure around they would inform the committees of jurisdiction since they had the primary concern with any reorganization that might take place.

I should tell you that there's nothing peculiar about that. We do that with respect to organizational charts when——

Ms. POPE. Uh-huh.

Mr. FORD [continuing]. Somebody decides to move the deck chairs over in the Department of Education.

Almost every time there's a change at the political appointee level, somebody thinks the furniture would look nicer rearranged in some fashion. And sometimes they don't realize that there's a reason why a particular piece sits where it sits. They may not even know that they're walking into the middle of a fight that put that piece in that particular place.

So, we would appreciate it if you would followup and see if there is being prepared an explanation, an official explanation of the reorganization, pursuant to the statutory requirement, that will be filed with us and with the Senate committee.

Mr. Goodling.

Mr. GOODLING. The first question I would ask, Ms. Pope, is exactly how long have you been in this position?

Ms. POPE. Two months.

Mr. GOODLING. Two months.

I ask that because I see some testimony that is coming later which I'm not swallowing. I've been in the education business too long from every level, and I know that everybody resists change, and educators resist change more than anybody else.

I've also been in it long enough to know that as when I was a teacher it was the administrators who were at fault, and when I was an administrator it was the school board who was at fault. I was never at fault, of course.

But I did want to know how long you were on the job. Therefore, it will make it difficult, I guess, for you to respond to the questions that I was going to ask.

In future testimony, we are told that the present DODDS structure is not working. And I'll just pick out two reasons why they say that. First, because there is a basic lack of trust between and among the managerial levels and between managers and the work force.

Then in another place it says it is not working because policies are being imposed without rhyme or reason.

And I guess if you've only been there 2 months it's difficult for you to respond to those allegations. But if you have any comments you would like to make in relationship to those, please go ahead.

Ms. POPE. I would like to on the second comment.

And part of the rationale behind this organization in elevating all family issues was to further support DODDS, to enhance it, and bring it up so that the Assistant Secretary was constantly aware, and that DODDS had the support at the OSD level on budget issues.

The budget cuts that DODDS had to absorb last year, I don't know whether there was enough staff support there. But I think it was an issue that needed to have been dealt with in all DOD policy, and looking at other constructive ways to deal with and absorb the congressional cuts.

DODDS had to deal with $29 million in congressional cuts, and then $26 million in Gramm-Rudman cuts. And that's a lot for any school system to have to absorb, especially since so much of DODDS' budget are fixed cuts.

Now, had my present position been in place, it may have been easier to absorb some of those cuts. And the services were certainly willing to support and help work out that.

DODDS doesn't have the staff to continually deal with their counterparts or my counterparts in the service is to ask for that support. Basically, the reason that the position was established is to further support it and elevate it.

Mr. GOODLING. If either your instructional or your noninstructional staff feels they have a grievance, I propose that first they go to their immediate principal.

I would suppose, if not satisfied, then they would go to the Director.

Ms. POPE. Well, there are local school advisory committees. And those appeals would be elevated—from the school level to the school advisory committee, the local level, that parents, teachers, and the principal sit on, and then be elevated to the installation, where the military commanders sit on that committee to address

problems, then to the regional level, and then to the Director of DODDS.

If it's not satisfied or answered at the Director's level, then it would be appealed to my office, and to Mr. Cox.

Mr. GOODLING. Besides the crisis situations that you might deal with, do you have a regularly established meeting time where you and the Director talk over problems?

Ms. POPE. Yes, sir. I have a weekly staff meeting where I meet with all my directors. And then any additional problems that we need to discuss are brought up at that time.

We're trying to communicate better within my organizations on family issues, in that we are more proactive rather than have to react to problems that come up.

Mr. GOODLING. I thank you. I have no other questions.

Mr. FORD. Mr. Hawkins.

Chairman HAWKINS. Mrs. Pope, it is not clear to me as to why the change was made. I'm not opposed to change, but not necessarily supporting change just to be changing.

But what brought about the reason for the change? What is behind it? Was it an economy? Was it based on a change of policy or a change of responsibilities? Did it involve downgrading of positions?

Ms. POPE. No, sir.

Chairman HAWKINS. Just what?

Ms. POPE. As far as the change that the current Assistant Secretary made and in incorporating and elevating all the family issues into one office, it was his concern to elevate all family issues.

By creating this office, he, the Assistant Secretary, has combined all family issues and education, even though the budget is less than $1 billion and with staff and people of 14,000. It's on a par with all other military personnel and all of civilian personnel, which is a $100 billion operation and over 3 million people.

He felt that education, quality of life issues were equally as important.

So, it was an attempt to not only elevate it, but to give further support to those issues, to avoid duplication in efforts in the family issues, and to have the educators and the family people talking together.

There's a whole variety of problems that in austere times, which we're not, and not excess budget, not excess people, that we work together. That there was a mechanism set up for us to, on an informal basis and on an ongoing basis, to talk with my counterparts in the services.

That goes on now. We meet periodically to discuss all family issues, DODDS issues, section six, so that when they hear a problem that may be occurring or starting that we're already talking about solutions before the problems actually occur or before they get out of control.

That's important, too, so that the DODDS Director and the DODDS staff can deal with the educational issues.

We can deal with how to address the budget issues and assist them with people. If the dollars aren't available, what are the alternatives to doing that. There is a lot of support from the services for the educational system, and for looking at alternative means.

If people and dollars aren't available, then there may be some other resources, other alternatives.

Chairman HAWKINS. That's your idea that this elevates overseas education to a higher position, that it will improve the performance of the students and the operation of the schools, and that 6 or 8 months from now, when we have had a longer experience, and perhaps ask you to come back before this committee, you're going to be able to show some rather substantial improvement?

Ms. POPE. Yes, sir.

I think it will allow the DODDS staff, the people, the Director, those who are the educational specialists, to deal with education, and not have to deal with the other problems that are involved in administering a school system that is as large as the DODDS.

Mr. HAWKINS. Well, I certainly hope you are right. And we'll certainly look for those results.

Thank you.

Thank you, Mr. Chairman.

Mr. FORD. Thank you very much.

A complaint has been made for some time by teachers around the world that the DODD Schools are becoming increasingly populated with managers and decreasingly populated with classroom teachers, that the number of teacher personnel assigned to actual teaching duties has been reducing at the same time that the number of people administering those teaching positions has been increasing.

Have you heard about that?

Ms. POPE. Yes, sir.

Mr. FORD. Is there a reason for that? Or is it a sort of natural phenomenon of bureaucratic growth?

Ms. POPE. I don't have the answer to that right now.

Mr. FORD. Does it concern you?

Ms. POPE. Yes, sir, it does.

Last year there was a Department of Army manpower study conducted that looked at the entire school system, at all of the above school level positions and duties. We are in the process of responding to that, looking at those positions, and looking at how we can better support the teachers at the school level.

Mr. FORD. Do you know about any action that has been taken as a result of that study?

Ms. POPE. No, sir. Because we're in the process of responding to it now.

Mr. FORD. What would be the nature of the 2S response?

Ms. POPE. To make sure that the above school level positions support the education programs and support the teachers at the school level.

My personal view is that, you know, DODDS is a service organization. Our delivery system is education at the field. And every position that we have in the DODDS system should be supporting that.

Mr. FORD. Well, there are only two places that developed any tradition of actually operating educational programs other than the academies and the services themselves in the Federal Government. And that is this system and the Indian schools.

The Indian schools were permitted to become one of the great disgraces of this Government, not by any one administration, but by neglect over a long period of time.

And apparently it doesn't take very much neglect on the part of the responsible, quote, politicians, unquote, before a system like this inherently starts to grow moss on its own, initiative.

It's a natural phenomenon that people down in the trenches never know what's going on at headquarters and never quite understand why they're being told to do what they're doing. And you expect a certain amount of complaining about that.

Because of our long-time contact with these schools, there are people who do, indeed, write to us and talk to us.

Last year I visited with some of the teachers because we were with the Post Office and Civil Service Committee working on an arrangement for the use of the military mail system for the independent schools that we support through the State Department.

Now, while we support those schools, we don't actually operate them.

Ms. POPE. Uh-huh.

Mr. FORD. The DODD Schools we do operate.

Do you see any inconsistency in having the direct operation of the schools at the same level as these other family welfare type activities, where you don't actually operate a program?

For example, you wouldn't operate the medical program that was overseeing the health of the children would you? You'd simply direct them toward that. And if it was a question of needing some sort of remedial assistance in housing, shelter, child abuse, things of those kind, you would direct them to other operating agencies that would actually deal directly with the problem. You don't actually operate, for example, child nutritution programs, or child feeding, or prenatal counselling; things of that kind wouldn't be operated by any one of these boxes shown on your chart would they?

I'm using the word operating——

Ms. POPE. Yeah.

Mr. FORD [continuing]. As distinguished from being the concern of.

While it might be the concern of those shown in these boxes, they don't actually run the programs. The one place where you have an established institutional group of people shown within the boxes——

Ms. POPE. Uh-huh.

Mr. FORD [continuing]. Who are actually performing a specific service is the DODD Schools.

Does it cause you any concern that you have this mixture of types of functions at the same level?

Ms. POPE. No, sir.

You're absolutely correct that DODDS is the only one that is actually operated, the actual programs, from the office.

I have four different budgets that we deal with and that we have responsibility over. Another one that we operate out of my office is the Family Advocacy Program, which is a $12 million program, last year, to sponsor and work with the services on dealing with child abuse, and spouse abuse.

So, we do have oversight for that one also.

Mr. FORD. But DODDS spends that much money in 10 days.

Ms. POPE. Sure.

I don't have a concern. I think we're providing better support, and that we're allowing DODDS more resources to deal with the problems.

Mr. FORD. Well, I must say that I know that members of both parties who work with us on the committee over the years would be pleased with the very fact that you have, at least on paper, the concern for the families delineated and recognized.

We had difficulty in years gone by getting the Defense Department to understand that there was such a thing as a handicapped child. They couldn't believe that on-active-duty personnel could have children that were just like other people's children. With problems like other people had.

Ms. POPE. Mr. Chairman, I would like to address one point that you made a moment ago, and that was the communication with the teachers.

And, as you've expressed it, DODDS is an international, huge overseas school system, closest to the ninth largest in this country if it were here.

One of the things that we have implemented since I've come on board is that we have a contact with the Armed Services. A newsletter that goes out overseas will periodically be addressed to DODDS issues. That publication now goes out to schools and to teachers. Issues that are coming up and places for them to respond will be included in the publication, so that all family issues and educational issues will be included so that they have a chance to be answered.

They're alerted to changes and to budget concerns, and they are given places and people to talk to about those concerns and try to address some of those questions, so that the teachers are included in the management focus and direction and understand what is going on.

Mr. FORD. Thank you very much.

I want to thank you for your cooperation with the committee again, and I appreciate the difficulty of trying to respond to us after only 2 months over there.

As I said to you before the hearing, as a rule a Government appointee is an expert within 2 months.

You probably think you know more about it now than you will 2 years from now. So, this is a good time to get to you.

Ms. POPE. I appreciate the opportunity.

Mr. FORD. And we look forward to cooperating with you in the future. Please feel free to communicate with us or members of the committee any time that you think it might be helpful in bringing about our cooperation.

Ms. POPE. Uh-huh.

Mr. FORD. I'd like now to call Dr. Anthony Cardinale, former Director of the DODD Schools.

Good morning, Tony.

STATEMENT OF ANTHONY CARDINALE, FORMER DIRECTOR OF DODDS

Mr. CARDINALE. Good morning, sir.

Mr. FORD. It's a pleasure to have you before the committee. And I want to thank you for responding to our request for you to come in.

You came to mind immediately as somebody who could be helpful to us about the school system.

I recall that you were very directly involved with our colleague, John Erlenborn, who was the principal mover of this legislation, in structuring the act authorizing the schools. You've therefore, intimately acquainted with what we set out to do.

The bill that was ultimately passed was written in this subcommittee, and it wasn't changed very much as it went through the rest of the process.

You do not have a prepared statement. Did you wish to make any comments before we begin to ask questions?

Mr. CARDINALE. Yes, sir, I would. Thank you very much, Mr. Chairman.

It certainly is a privilege and an honor for me to be here this morning. And I appreciate the chairman inviting me to attend this hearing.

I feel very, very close to the Overseas Dependents' School Program because, as I have just stated, I have been very, very much involved with the program over a period of about 29 years.

And, so, again, it's very gratifying for me to be here this morning.

I'd be very happy, sir, to answer any questions that you or any member of the committee may have.

Mr. FORD. You were the first Director after the enactment of the legislation. Previoulsy you had a comparable position, but then the legislation statutorily created the Director.

So, you were there for the implementation of Public Law 95–561. What could you tell us about that?

Mr. CARDINALE. Well, sir, when we—when the Defense Department really became actively involved in the Overseas Dependents' Schools Program was in early 1963. And you are absolutely correct that prior to that time all that we would have in the Defense Department appropriation act was a statement to the effect that you have so many dollars per pupil for the operation of the school program.

As I recall, this usually appeared in the DOD Appropriation Act, either section 606 or 607. It would change differently for each year.

It wasn't until the Public Law 95–561 was enacted that this gave a pure legislative base to the operation of the school program.

But in 1963 I was asked to come over and to head up a unified program.

As you've mentioned earlier, each of the military departments were operating their own dependents' schools program. And at that time, beginning about the middle of 1956, I was then directing the Navy program. The Army had its program, and the Air Force its program.

And in February of 1963 the Secretary of Defense decided that this had to be unified because everybody was doing their own thing in operating the school program. And I think the greatest consistency were the inconsistencies that were taking place in the operation of the program.

But since 1963 the Director of Dependents' Education and subsequently the Director of DODDS was reporting to a Deputy Assistant Secretary. And this was—the first Deputy Assistant Secretary was for Education—a gentleman by the name of Ed Katzenbach. The second Deputy Assistant Secretary for Education was a friend of ours, Len Bartlett. And, subsequently, it ended with Dr. Rich Rose being one of the last Deputy Assistant Secretaries for Education.

The basic thrust of Public Law 95-561 was to establish a legislative base for the operation of the overseas program. And I think several key factors in that program. One is the establishment of a Director of DODDS for the program, who would be a civilian educator, and who would be appointed by the Secretary of Defense. I believe this is one of the passages or sections of the legislation, which I believe was a very important aspect of the program, because it did elevate the whole operation up a great deal in reporting, in this case, to this Deputy Assistant for Education.

Within the organization of the Defense establishment, to get to see the Assistant Secretary of Defense or the Secretary of Defense is a pretty hard job of trying to daily communicate with these gentlemen.

The position of the Deputy Assistant Secretary I felt, in my years of operation, was a very good place for that to be, in that you could get in on the policy operation of the total Department of Defense effort, and dependents' education thus becoming a part of that total operation.

Again, I think this legislation was very significant because it did outline, basically, the duties of the Director of DODDS in this instance.

And, in my judgement, the way that the program is still operating, I see that it would be in total agreement with the purposes and the objectives of Public Law 95-561.

Having the Deputy Assistant Secretary—the title has been changed, as Mrs. Pope has already testified—but in that there is an advocate there at the highest level of the Defense hierarchy that is interested in and supporting and overseeing the dependents' school operation—so, I don't believe that is in conflict with the intent of the legislation at this point.

Mr. FORD. Thank you.

Did you have decisionmaking authority in the use of appropriated resources and personnel?

Mr. CARDINALE. Yes, sir, as the Director, with, of course, the approval of the Assistant Secretary, and with the approval of the total budget process.

In preparing the budget for DODDS, it was submitted through the normal DOD channels from our Office to the Office of the Assistant Secretary of Defense, through the Deputy Assistant, at that time, on to the Defense Controller, that made that, and had that, as a part of the total Defense budget.

And many times we would come over, testifying before both the House and Senate Subcommittees on Appropriation, and also to the subcommittee here, about the total cost for the operation of the program and how these funds were going to be spent.

Once the Congress approved our budget, it came down to us. And the Director of DODDS could, of course--well, not could—but had the use of funds the way we had indicated the funds were going to be used. So much for personnel, buildings, supplies, equipment, this type of thing.

There was the decisionmaking where you had to move some funds from one account to another account, but this was appropriate. And each time, of course, it was with the approval of the Assistant Secretary of Defense and also the OSD Controller.

But as to how much we were budgeting for supplies, personnel, administration, construction, and so forth was the responsibility of the Director of DODDS.

Mr. FORD. Now, you were charged, under the law, to set up advisory committees at the schools. Was that done?

Mr. CARDINALE. Yes, sir. That was done.

At each individual school, there was a school advisory committee. That was an elected committee, by the parents, who had children in that particular school.

That was done almost immediately after the enactment of the legislation. The basic guidelines went out, and elections were held at each of the individual schools.

And we also had—at the national level—a Defense advisory committee, which was also a part of the legislation, which also was established. And, again, people were appointed from the various geographical areas.

As far as the local advisory councils were concerned—now, I'm saying this as to what happened when we issued the directives and so forth. I can't speak for what's happened within the last year, year and a half, since my retirement in January 1985.

But we would have, at a large complex, for an example, at the Heidelberg complex—I'm sure you're familiar with that—where you had many schools, but they were part of one coordinating principal, that you'd have one advisory council for the schools under that particular coordinating principal.

And that was working very well, so that the parents had an input into the policy operation of the local schools.

Mr. FORD. Now, during your tenure, did the Assistant Secretary or Deputy get involved in operational policy issues, like personnel classification and personnel assignments or school curriculum?

Mr. CARDINALE. Now, sir, not at that level, not at the Assistant Secretary level or the Deputy Assistant Secretary level, in this case, the Deputy Assistant for Education.

All of those policies were developed in coordination with those two individuals. But we—the Director prepared the curriculum, set the standards for teacher recruitment based upon Federal law, based upon Civil Service requirements, based upon their own Department of Defense requirements. But all of these issues were approved by the Deputy Assistant. And if you needed the approval and/or the signature of an Assistant Secretary or Secretary of Defense, that was a basic formality, in that they had to approve it.

But the staffing——

Mr. FORD. Did you have to have permission from the Secretary to assign personnel?

Mr. CARDINALE. No, sir. No. That was in our teacher——

Mr. FORD. And establish curriculum?

Mr. CARDINALE. No, sir. That was not.

All of these were written into the guidelines to the Director of DODDS after the enactment of Public Law 95-561. Then you have to have a charter in the Defense establishment for what that particular office is going to do.

And that charter said that the Director of DODDS will perform all of these functions, develop curriculur, negotiate contracts, employ people, classify teachers, and so forth. So, that was a one-time charge that was given by charter to the Director of DODDS, as would be true for any position, a major position established within the Defense Department.

So, that was the responsibility. And as those things were developed, as the curriculum was developed, the teacher recruitment requirements, and so forth, the necessary coordination would take place to be sure that what was being done was consistent with the total Defense effort.

And then the Director of DODDS would sign the curriculum guides that went out or would sign the brochure recruiting teachers. But never—the Secretary or Deputy never really interfered in that type of assignment of personnel.

We used to recruit, oh, on a yearly basis, an average of several thousand teachers. And the principals of the overseas schools and the regional directors would say, well, we want to hire these people. And we sent. We hired the people and sent them to the regional directors. And they, in turn, assigned them to individual schools.

Mr. FORD. Am I accurate that it was contemplated that the person having the position of Director would be a professional educator?

Mr. CARDINALE. Yes, sir.

Mr. FORD. And, therefore, it follows that those decisions generally made in a school system by the professional educators would be made by that Director; wouldn't they?

If you had someone else in the Defense establishment deciding things like curriculum, you would really nullify the effect of having a professional educator as a director?

Mr. CARDINALE. That's correct.

Mr. FORD. While you were Director, did they ever try to do that to you?

Mr. CARDINALE. No, sir. No.

When we—we had a—we had a curriculum coordinating council. And we had representatives in the—in the various geographical regions. We had teacher representatives, we had administrators representative, who would do the curriculum work, if you will, in at—in at the school level.

They would meet and would recommend different programs, and content, and testing, and that type of thing.

And, then, several times a year, we would have a central committee, at the Washington level, bringing in these representatives,

with all their ideas, and concerns, and changes that they wished to make. And then those were resolved at our level.

And then those decisions were made changing, if changing was necessary, or modifying, or adding to the program, based upon the school input, and then our office, here in Washington, with the expert of our educational personnel.

And then was developed and would go forward for approval that this is what we are recommending. It would be approved. And then that became the change or those changes would take place in the curriculum, or text books series, whatever it might be.

Mr. FORD. Mr. Goodling.

Mr. GOODLING. How long were you the Director?

Mr. CARDINALE. Director of the Dependents' Education from 1963 to about 1980—late 1982. The Director of DODDS, as the chairman mentioned, became effective in 1978. And I was the Director from that time until the time of retirement.

Mr. GOODLING. Looking at public education, where would you place the Director in a public school setup? What position would that be?

Mr. CARDINALE. Well, I always looked upon the Director as the comparable of a State superintendent.

As Mr. Ford mentioned, this would be categorized as about the ninth largest U.S. school system. And I would put that the Director has a system of approximately 150,000 children. That is larger than many of—of the total enrollment of many States combined, just that large number.

Mr. GOODLING. Then where does that put the Deputy Assistant, and then the Assistant Secretary, and then the Secretary, if you were out in a public school?

Mr. CARDINALE. Well, I would put this the equivalent of the State board of education.

Mr. GOODLING. Yes.

Mr. CARDINALE. These individuals here at the State board level.

You have the State superintendent, who works with a State board. You have a local superintendent, who works with a local school board.

So, if you made that categorization, I would say that the Deputy Assistant Secretary, the current position would be as the chairman of the State board of education at this point.

Mr. GOODLING. Having been a rather forceful educational leader, I don't want to say I would have trouble as Director, because the job may be offered some time. I don't want to preclude that possibility. But it seems to me that it's a long way from the instructional or noninstructional employee until you get to the Director, if I'm looking at this right.

Teacher, principal, and advisory committee. I don't know if the advisory committees have any power, or do they just advise the principal? And then you go on to a superintendent, and then the base, and then the region, and, finally, the Director.

Has this many levels of authority created a problem for you as far as communication is concern?

Mr. CARDINALE. No, sir, it didn't.

The advisory committee, as you have well stated, is advisory to the principal of that particular school, be it X, Y, Z school, that

this council would advise that principal on day-to-day operations or concerns that parents may have.

But through the Federal structure, as I remember it, these teachers and administrators are employees of DODDS. And in handling the work, as you have mentioned also, that this is a far-flung school system—you're talking about 8, 10, 12 million square miles that our system covers. We have people in—the last time, as I recall, it was like 23 different countries, about 190 different cities and locations, and about 265 schools, all over, all over the world.

But if a teacher has a concern, a grievance—and, as I recall, we established a grievance policy for teachers—that the teacher can go to the principal. If the principal can't resolve the matter, then it goes to the regional superintendent.

But you do have civil service people who are base support people, who are experts in civilian personnel rules and regulations, that assist the principal and/or the regional director.

If it can't be resolved at the regional director level, then it comes up here to the—at least, in my case, it came to the Director of DODDS. And the issue had to be resolved, either a hearing, looking at the civil service rules and regulations.

And even at the DODDS level there is a staff of civilian personnel experts who were advising me what to do in these particular cases.

Mr. GOODLING. Who is the local school board in the DODDS operation.

Mr. CARDINALE. I'm sorry, sir. I didn't——

Mr. GOODLING. Who is comparable to the local school board in this operation here?

Mr. CARDINALE. The local school board——

Mr. GOODLING. Could noneducational people at the base level, reverse everything that was down below that?

Mr. CARDINALE. Only the civilian personnel people, because they're charged with the responsibility of monitoring the civilian personnel system if you will.

Mr. GOODLING. Then is the base the school board?

Mr. CARDINALE. At the base level. No. At the base level.

This is a Federal employee who is the—usually an employee of the civilian personnel office at the base level.

We, in the past years, have an agreement and a contract with the local bases to provide that type of civilian personnel expertise, if you will, to our principals and to our regional directors.

And, as I say, even at the Washington level, DODDS has its own civilian personnel office.

But anything involving a policy of the Defense Department, we would have to go over to the Department of Defense, to their Office of Civilian Personnel, and get their expertise and help in resolving these matters.

Mr. GOODLING. So, the military part of the base, for instance, would not get involved in curriculum decisions?

Mr. CARDINALE. No. That's right. They would not.

Mr. GOODLING. Thank you.

Mr. FORD. Mr. Hawkins.

Chairman HAWKINS. Doctor, you seemed to indicate at the beginning that the reorganized system is in compliance with the law.

Did I understand that?

Mr. CARDINALE. That's correct.

Chairman HAWKINS. And you also, I think, said that it could be looked upon as an elevation of the organization.

Mr. CARDINALE. Yes, sir.

Chairman HAWKINS. In what way, then, is it an improvement on the system as it operated under the—during the time that you were Director, I think beginning in 1978 up until—was it 1983?

Mr. CARDINALE. Yes, sir.

Chairman HAWKINS. During that time, we thought it operated rather efficiently and very well.

Mr. CARDINALE. Yes, sir.

Chairman HAWKINS. Now, in what way has it been improved or will be improved under the new system that precluded you, during that period of time, from doing the things that you now indicate can be done?

Mr. CARDINALE. Well, during that time, I also was reporting to a Deputy Assistant Secretary, not directly to the Assistant Secretary of Defense. But that individual had a wide range of military policies, if you will, on pay, and compensation for the military, that type of thing. And we were a civilian operation, operating within that.

But under the current setup, the way I envision it, the way I see it, is that you do have this family support group there, the family support services that Mrs. Pope is responsible for, and tying that in with the Dependents' Education Program. So, you have a strong advocate there for families. And I would include education as part of families, family service.

Chairman HAWKINS. Are you saying it's more educational and less military?

Mr. CARDINALE. In carrying out the responsibilities and the time and attention that would be devoted to it at the highest levels of Defense, I would say yes.

One of the—one of the reasons of Public Law 95-561 is that the committee felt and Defense felt that we wanted this to be a civilian type operation.

And I believe some of the questions mentioned or asked this morning led to that, that we—that this should be a civilian function we're talking about, the education of children, be the child of an Army individual, Air Force, or Navy. That's unrelated as far as I am concerned. It's the education that that youngster is entitled to which is quite important.

And I can see that happening, more attention being paid to that effort at the—at the Deputy Assistant Secretary level, based upon the responsibility that——

Chairman HAWKINS. Then you're saying it goes beyond simple reporting. It isn't a question of who reports to whom, but that there are other changes that will be made in addition to the reporting features of the reorganized system. Is that a true statement?

Mr. CARDINALE. I would think so, in that the expertise is there by the DODDS system. And you've got to have your advocates. You have to have your support people in the Pentagon to help you achieve the objectives that are being settled on and stated for the operation of the program.

And I think that this Office of the Deputy Assistant Secretary, the title, of course, Family Support, Education, and Safety, leads to that, in that there is a vehicle for getting to the Assistant Secretary and to the Secretary in a very quick manner.

But you do have a person full time whom you can, you know, discuss the issues and get the support needed to make these programs operate.

Chairman HAWKINS. Thank you.

Thank you, very much.

Mr. FORD. Thank you very much, Dr. Cardinale. Once again, I want to thank you for your cooperation in the past.

Mr. CARDINALE. Thank you very much, sir.

Mr. FORD. We're happy to see you in the Washington area so that we can continue to rely on your experience and expertise with the DODD Schools.

Mr. CARDINALE. Yes, sir. It's my pleasure to do it at any time.

Mr. FORD. We're very happy to see you again.

Mr. CARDINALE. Thank you very much.

Mr. FORD. Now, Dr. Beth Stephens, Director of the Department of Defense Dependents' Schools.

Without objection, the prepared statement will be inserted in full in the record at this point.

[Prepared statement of Beth Stephens follows:]

Prepared Statement of Beth Stephens, Ph.D., Director of the Department of Defense Dependents School

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE, I AM BETH STEPHENS, DIRECTOR OF THE DEPARTMENT OF DEFENSE DEPENDENTS SCHOOLS (DoDDS).

DoDDS RESPECTFULLY SUBMITS ITS VIEWS ON PUBLIC LAW 95-561 AND ON THE ORGANIZATIONAL STRUCTURE OF DoDDS. PUBLIC LAW 95-561 PROVIDED THE LEGISLATIVE FOUNDATION FOR THE DoD OVERSEAS SCHOOL SYSTEM. UNTIL ITS ENACTMENT IN 1978, THE EDUCATION OF THE MINOR DEPENDENTS OF OUR MILITARY FORCES IN FOREIGN LANDS WAS SOLELY DEPENDENT ON ANNUAL APPROPRIATIONS. THROUGH ITS WISDOM, THE CONGRESS DID ENSURE THE FUNDING AND, THEREFORE, THE CONTINUATION OF THE OVERSEAS SCHOOLS. MOREOVER, PUBLIC LAW 95-561 REPRESENTED A SINCERE EFFORT TO PROVIDE THE CHILDREN OF OUR OVERSEAS FORCES EDUCATIONAL OPPORTUNITIES AT LEAST EQUAL TO THOSE AVAILABLE IN U.S. PUBLIC SCHOOLS.

DoDDS IS PROUD OF ITS ACCOMPLISHMENTS. IT IS A UNIQUE SCHOOL SYSTEM WHICH MUST OPERATE UNDER DIFFICULT CONDITIONS--DIFFICULT FOR THE STUDENTS, THE PARENTS, THE TEACHERS, AND THE MANAGERS. THE QUALITY OF ITS TEACHERS LONG HAS BEEN RECOGNIZED. RECENTLY THE QUALITY OF ITS STUDENTS AND PRINCIPALS HAS BEEN RECOGNIZED.

THIS YEAR DoDDS AVERAGE SCORES ON THE COMPREHENSIVE TEST OF BASIC SKILLS, GRADES 3 THROUGH 11, EXCEEDED THE NATIONAL AVERAGE BY 7 TO 16 POINTS. FOR THE TENTH CONSECUTIVE YEAR, DoDDS SENIORS

AVERAGED HIGHER SCORES ON THE SCHOLASTIC APTITUDE TEST THAN STUDENTS NATIONWIDE; DoDDS STUDENTS' SCORES WERE 11 POINTS ABOVE THE NATIONAL AVERAGE ON THE VERBAL SECTION AND 5 POINTS ABOVE ON THE MATHEMATICS SECTION.

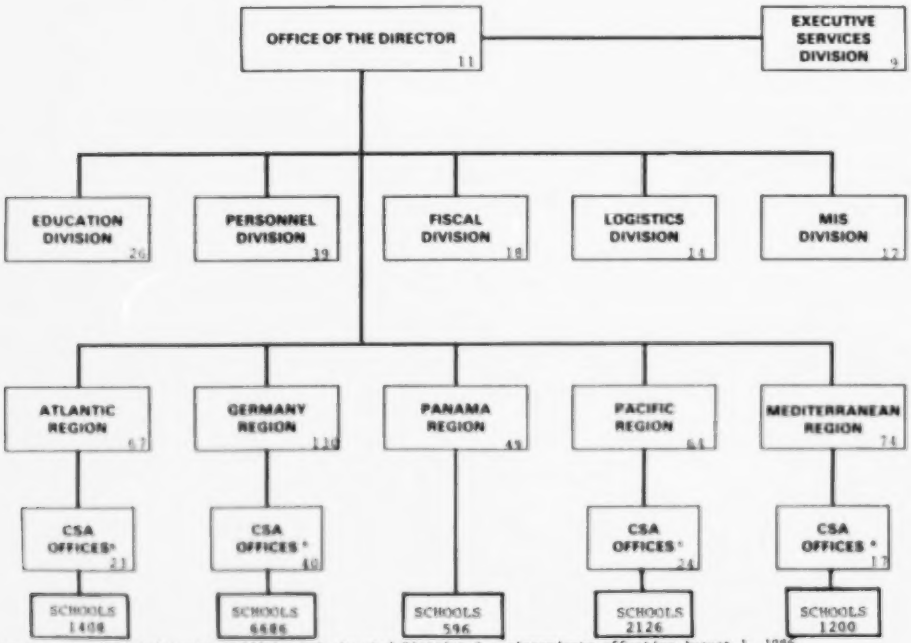
SIX OF DoDDS SCHOOLS RECEIVED AWARDS FOR EXCELLENCE FROM THE DEPARTMENT OF EDUCATION SECONDARY SCHOOLS RECOGNITION PROGRAM. THREE ELEMENTARY SCHOOL PRINCIPALS WERE RECOGNIZED IN THE ELEMENTARY SCHOOL RECOGNITION PROGRAM. SIX DoDDS PRINCIPALS WERE AMONG 110 CHOSEN NATIONALLY FOR THE HARVARD PRINCIPALS CENTER INSTITUTE. TWO OF DoDDS TEACHERS WERE FINALISTS IN THE TEACHER IN SPACE PROGRAM, THREE RECEIVED DISTINGUISHED TEACHING AWARDS FROM THE NATIONAL COUNCIL FOR GEOGRAPHIC EDUCATORS. ADDITIONALLY, DoDDS STUDENTS PARTICIPATED IN THE SENATE YOUTH PROGRAM, 24 WERE SEMIFINALISTS IN THE MERIT SCHOLARSHIP PROGRAM, FIVE WERE SEMIFINALISTS IN THE NATIONAL ACHIEVEMENT SCHOLARSHIP PROGRAM FOR OUTSTANDING NEGRO STUDENTS AND THREE ARE IN THE SMITHSONIAN SUMMER INTERN PROGRAM.

A RECERTIFICATION PROGRAM WAS ESTABLISHED AND HAS BEEN SUCCESSFULLY OPERATED FOR ABOUT 6 YEARS. AS A RESULT OF THIS EXPERIENCE, THE PROGRAM RECENTLY HAS BEEN REVISED AND SIGNIFICANTLY IMPROVED. IT PROVIDES AN INCENTIVE FOR EDUCATORS TO UPGRADE THEIR SKILLS AND, WE BELIEVE IMPROVES THE RECOGNITION OF THE TEACHERS AND THE SCHOOLS BY THE PARENTS AND OTHER SCHOOL JURISDICTIONS.

THE ORGANIZATIONAL STRUCTURE OF DoDDS HAS BEEN EXTENSIVELY STUDIED SINCE I WAS APPOINTED TO THE POSITION OF DIRECTOR IN 1982. CHANGES HAVE BEEN MADE WHICH REMEDY VALIDATED DEFICIENCIES IN STRUCTURE AND STAFFING.

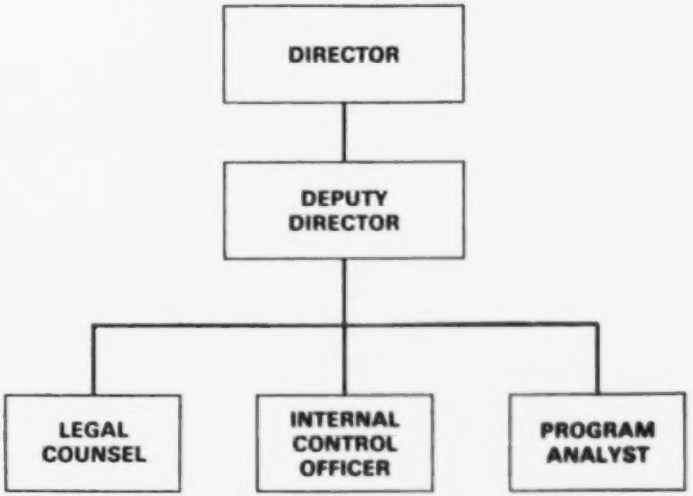
IN SUMMARY, PUBLIC LAW 95-561 HAS BEEN VERY BENEFICIAL TO DoDDS AND TO THE COMMUNITIES THAT IT SERVES.

CHAPTER C ORGA ZATIONAL CHART



*Chief School Administrators will be redesignated District Superintendents effective August 1, 1986.

CHAPTER D DIRECTOR'S OFFICE



Mr. FORD. And you may proceed to add to it, supplement it, highlight it, or comment on it any way you feel will be most illuminating to this record.

STATEMENT OF BETH STEPHENS, DIRECTOR, DEPARTMENT OF DEFENSE DEPENDENTS' SCHOOLS

Ms. STEPHENS. Thank you, Mr. Chairman, and also members of the committee.

It's a pleasure to be here. I also would like to express my appreciation to Dr. Cardinale. He was the first Director of DODDS. As I follow in his footsteps, I marvel at the obstacles that he overcame.

It's a pleasure to share this morning, also, with the representatives of the Overseas Education Association and the Overseas Federation of Teachers.

During our recent and, I must say, very severe budget cuts, tne teachers were the real heroes and heroines.

As we made efforts to preserve jobs and to preserve the quality of education, I met with sincere understanding and support from our teachers and their union representatives.

Now, if I may, I would like to add a few comments.

As I read Public Law 95–561, the Director of Dependents' Schools should report at least to an Assistant Secretary of Defense.

The Director also has very specific and comprehensive responsibilities for the management of DODDS.

In the testimony here today, it's been stated that the Office of the Assistant Secretary is being reorganized.

The Dependents' Education System, DODDS, now is under a Director of Dependents' Schools Policy; who is under a Director of Family Support, Education, and Service, a Deputy Assistant Secretary; who is under the principal Deputy Assistant Secretary; who is under the Assistant Secretary of Force Management and Personnel.

An organizational chart was disseminated by the Assistant Secretary in February. It showed us under the Director of Dependents' Schools Policy.

In June 1986, another organizational chart was disseminated that again showed us under the Director of Dependents' Schools Policy.

The chart that was presented here today differs from the two that have been disseminated as official charts by the Assistant Secretary.

Also, I——

Mr. FORD. The most recent chart distributed was June what?

Ms. STEPHENS. June 1986. I can submit it for the record if you like. It shows DODDS under the Director of Dependents' Schools Policy.

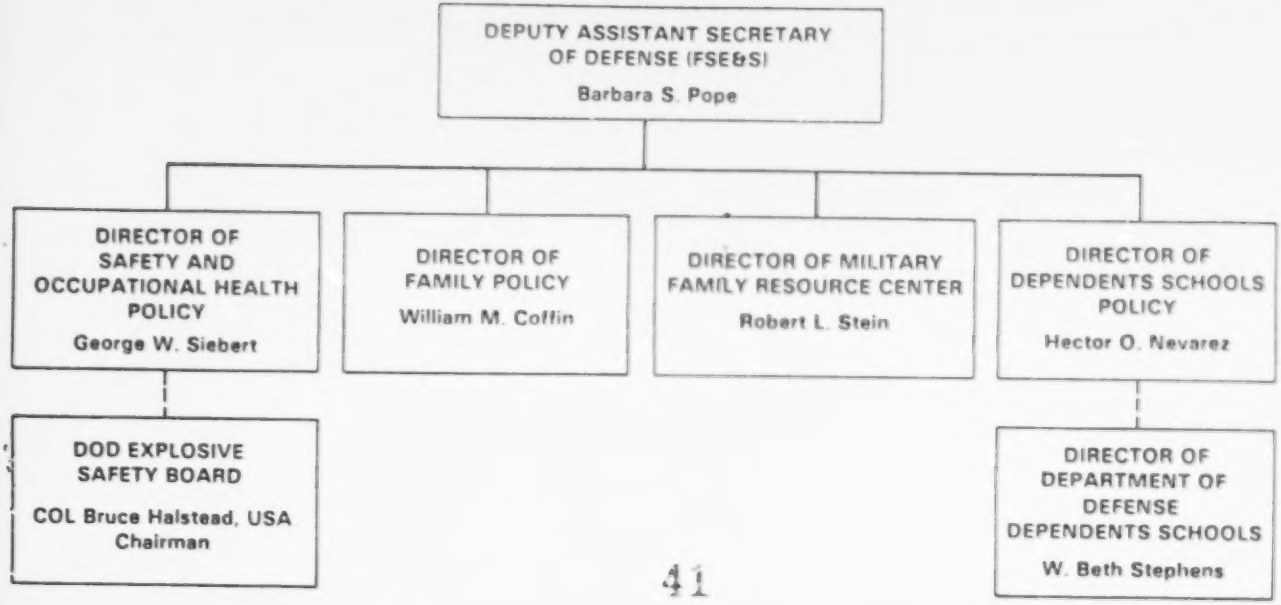
Mr. FORD. I have a chart entitled Family Support, Education, and Safety, with the date June 1986 on it. Is this the chart you're talking about?

Ms. STEPHENS. That's it. Yes.

Mr. FORD. Without objection, this will be inserted at this point in the record.

[The information referred to follows:]

FAMILY SUPPORT, EDUCATION AND SAFETY


DEPUTY ASSISTANT SECRETARY OF DEFENSE (FSE&S)
Barbara S. Pope
DIRECTOR OF SAFETY AND OCCUPATIONAL HEALTH POLICY
George W. Siebert
DIRECTOR OF FAMILY POLICY
William M. Coffin
DIRECTOR OF MILITARY FAMILY RESOURCE CENTER
Robert L. Stein
DIRECTOR OF DEPENDENTS SCHOOLS POLICY
Hector O. Nevarez
DOD EXPLOSIVE SAFETY BOARD
COL Bruce Halstead, USA
Chairman
DIRECTOR OF DEPARTMENT OF DEFENSE DEPENDENTS SCHOOLS
W. Beth Stephens

Mr. FORD. This is the one that I asked Mrs. Pope about. And she indicated that this had not been and was not going to be implemented.

Have you been informed of that?

Ms. STEPHENS. We received an official dissemination of the organization of the Assistant Secretary of Force Management and Personnel. It broke the organization into charts for the directorates. That was the chart that was in the document for the Deputy Assistant Secretary of Family Support.

Mr. FORD. So, this is the last chart that you have seen?

Ms. STEPHENS. Yes, until Mrs. Pope's testimony furnished another.

Mr. FORD. And, so, are you, in fact, now reporting to the Director of Dependents' Schools Policy?

Ms. STEPHENS. The Director of Dependents' Schools Policy is over us.

Mr. FORD. Well, do you report to that person?

Ms. STEPHENS. I—that's a good question. I don't——

Mr. FORD. In other words, can you walk in to see the Assistant Secretary or the Deputy Assistant Secretary, or do you have to go through the office of the Director of Dependents' Schools Policy?

Ms. STEPHENS. I do not necessarily go through the Director of Dependents' Schools Policy. But he does call and ask DODDS staff to do things for him without going through me.

Mr. FORD. Now, on the chart that was submitted by Mrs. Pope today it shows a parallel structure with the Director of Dependents' Schools Policy reporting directly to the Deputy Assistant Secretary and the Director of DODDS reporting directly to the Deputy Assistant Secretary on an equal footing.

I looked at the writeup when Mrs. Pope was appointed. The release that came from the Defense Department indicated that they looked at the Director of Dependents' Schools Policy as the office responsible for the education of dependents in the United States. She referred to them as the section six schools. And, by and large, that's where they are.

The Director of DODDS was referred to in that release, announcing the reorganization which brought Mrs. Pope's position into existence, as being similarly primarily responsible for the education of dependents outside of the United States.

Now, is that the way you picture it now functioning?

Ms. STEPHENS. Mr. Chairman, if I may, I would like to discuss the position description of the new Director of Dependents' School Policy. I think it documents that Public Law 95-561 is being ignored.

In May 1986, a position was established in the Office of the Deputy Assistant Secretary of Defense for Family Services, Education, and Security, which does appear to absorb or to control the responsibilities and authority of the Director of DODDS.

The position was established as the Director of Dependents' Schools Programs, not policy, programs, with the responsibility for—and I do quote from this official position description—with responsibility for all activities involved in the planning, direction, operation, control, and coordination required in the administration of all dependents' schools programs.

It's my belief that that statement is counter to Public Law 94-561.

This position description further states that the incumbent of the position is responsible for assisting the Deputy Assistant Secretary in establishing policies that are governing the management of the dependents' schools programs.

From these duties and from the organizational charts that have been officially disseminated, it's clear that all planning, direction, operation, control, and coordination required in the administration of DODDS—that's the overseas school system—has been removed from DODDS and has been centralized under the Director of Departments' Schools Programs.

In addition, both manpower and fiscal resources of our school system have been appropriated by the Deputy Assistant Secretary to establish her office.

We have been required to furnish seven spaces, and to furnish fiscal support for these spaces.

These actions do not appear consistent with Public Law 95-561.

You might appreciate one example of our situation. The coordinator for our voc ed, that's vocational education, career education program, accepted a promotion, a position with the Navy.

Vocational education is very important to DODDS, because a large number of our students are not college bound.

We recruited for this position, which had been vacant for over 1 year, and we finally received authority to fill the position. We had a highly qualified candidate. But just as we were to appoint the individual that was selected, the Deputy Assistant Secretary directed me not to hire him. That's the Deputy Assistant Secretary for Family Services.

After trying very persuasive arguments based upon the needs of our educational program, I reminded the Deputy Assistant Secretary that my position had been established to make such routine decisions.

On the next work day, she provided me with the written statement—that I can provide for the record—made by the Department of Defense General Counsel, which, if you will review it, it states in effect that anyone can be given the authority to direct and manage DODDS.

To me this is counter to Public Law 95-561.

Actually, the results of what you might term management by whim have been sad and they've been frightening. Neither I nor my regional directors can establish, abolish, or even modify an above school level position without the express approval of the Deputy Assistant Secretary.

Moreover, this restriction includes such positions as clerk typists at the GS-3 and -4 level.

Further, our attempts to manage the recent budget reductions were confused and hampered by continuous delays and changes by the Office of the Deputy Assistant Secretary.

Finally, our management image has become distorted by the confusion and incompetence that now is reigning in the Office of the Assistant Secretary, and Deputy Assistant Secretary, Force Management and Personnel.

The media and the military community have been treated to most unusual press releases from the Assistant Secretary about DODDS. The latest appeared in the Stars and Stripes. It resulted from an interview with Assistant Secretary Cox.

In it, there's the statement that the current system of school advisory committees and installation advisory committees is an old sort of obsolete system. This is the system of advisory committees that's mandated in Public Law 95–561.

Another example is the vacillation that occurred in providing approval for the budget reductions that were required by the Gramm-Rudman-Hollings Act and our congressional resolutions and reductions.

In January, specifically January 15th, we received word that there would be reductions. On January the 16th and 17th, we had prolonged conferences with our regional directors, who were in the office at that time, and decided on the approach to be used in effecting budget reductions should they become necessary in February.

We asked for conferences with the then Acting Deputy Assistant Secretary and the Assistant Secretary to review these so we would be prepared to move out.

We experienced delays caused by their offices, i.e., requests for more input from the regional directors, counterdelays.

Finally, approximately 75 days later, we received permission to notify the regional directors of the cuts. That was March 26th.

At the same time, we prepared a release to the senior commanders notifying them of the proposed cuts. The release had to be cleared within the Assistant Secretary's Office. Clearance was not received until 3 days later. In the meanwhile, the press had published our budget cuts. The commanders read it from the newspaper rather than from the official notification that we had prepared.

Furthermore, if we could have worked with the Deputy Assistant Secretary and the Assistant Secretary in achieving these proposed reductions in a timely manner, there would have been a window of time that would have made it possible to have received input from the commanders in the field, from parent groups, and from teacher groups prior to the announcement. But we did not receive authority or release on the announcement until March the 28th or 31st.

We immediately announced the budget cuts. Included in the announcement was the statement that school opening would be delayed until September the 15th.

We had scrubbed the budget and rescrubbed it, and that was the earliest we could open school.

However, while we were exerting these extreme budget efforts, we had asked the comptroller if we could reduce the minimum amount that we were required to spend on repair and maintenance. The answer came back that we could not.

At that time, we had delayed announcement of the school opening date as long as we could, so we announced September 15th as the opening.

Two days later, we received word from the comptroller that we could reduce the minimum amount that had to be spent on repair and maintenance.

When this was received, I then, in a desire to open school as soon as possible, utilized the money that could be transferred from repair and maintenance to other items, and announced that school would open on September the 5th.

It may appear to the public as though I vacillated. But I moved as quickly as possible as more money became available that could be used to open school. I would do it again, even though it might appear that I was vacillating.

If money was available, the schools should be opened. There's no point in having teachers and buildings if you don't have pupils there to educate.

I would like to address the advisory committees if I might.

The legislation provides that the Director shall establish advisory councils, at the school level, and specifies how they are to be organized.

But, at the present, the Deputy Assistant Secretary plans to establish a position to coordinate the work of the advisory councils in the office of the Director of Dependents' Schools Polic[illegible]

I don't know how these advisory councils are going [illegible]tion or to whom they will give advice. The Deputy Assistan[illegible]y is having their charter rewritten.

At the same time, the Deputy Assistant Secretary has proposed to cut the staff in my office, which has handled advisory council correspondence for me, and transfer it over to her office, that is, build her staff. With the staff in my office, I am able to review and respond to the school advisory council recommendations, and to do so in a timely manner.

Without this staff, I'll be very hard pressed to respond to the volume of input that we get from these councils.

There's one more area that I would like to address this morning. DODDS has been well studied. Reorganization and studies are not new words to us.

We in the educational field, Mr. Goodling, never realized just how much money and effort is expended on self study in the Department of Defense.

Since I joined DODDS in 1982, DODDS management has been subjected to 17 major audits, inspections, and proposed reorganization.

One, of course, was the study that was mandated by Public Law 95–561. Another was a continuous study from 1982 until 1984 of our manpower needs, which was conducted by our personnel division.

In this study, we utilized the manpower specialists of U.S. Army Europe and Seventh Army. Both studies, the one that you, the Congress asked for, and the one that we conducted, were very helpful in guiding our future actions.

Both of them found that DODDS was an efficient, capable school system.

The study that was mandated by Public Law 95–561 resulted in my decision to move the overseas management resources closer to the schools. This was done by establishing chief school administrator offices.

Actually, these offices are located midway between the local schools and the regional offices, much as district superintendents' offices are located in larger school systems in the United States.

These chief school administrators average having approximately 14 schools under them.

When these were established, there was a gradual transfer of the regional headquarters staff resources into these school complexes.

A DODDS inspector general inspection team, in 1984 through 1985, formed the opinion, though, that we weren't transferring these resources fast enough.

While I was trying to reach a resolution with the inspector general on how fast and how much the regional headquarters were to be reduced, the Assistant Secretary of Defense imposed an employment freeze on DODDS.

This was a very astounding method of resolution. It completely prevented us from staffing our chief school administrator offices, and it reduced the transfer of programs from the regional headquarters to zero.

The inspector general also directed that the U.S. Army Manpower Requirements and Documentation Agency [USAMARDA] conduct a worldwide study of DODDS. This was initiated in the fall of 1985.

In March 1986, the study was completed. In essence, this study stated that through reorganization DODDS could be reduced worldwide by 79 above school level employees over a period of 4-year reorganization.

Although we disagreed with USAMARDA's recommendations, we did agree to proceed with the reorganization.

Basically, we didn't believe that a reduction of 79 in an organization of almost 13,000 staff justified the original study or our continued concern and the continuance of the freeze on our hiring.

The desire was to stop the studies, lift the employment freeze, and be able to devote our effort to the education of our students.

This opinion not to reorganize DODDS, to leave it as it was, that we had had a good year, and that things were going well in DODDS is reflected in written statements that addressed the reorganization by the U.S. Commander of the European Command and the Commander of the U.S. Army in Europe. These can be provided for the record.

In writing, they state that DODDS has been subjected to numerous reorganizations, and what it really needs now is to avoid reorganization, to have their administration that is functioning well stabilized and proceed to do what it's doing well, educate children of the overseas military and civilian employees.

The senior commanders went on record as stating that DODDS did not need to be reorganized. Rather they need a stabilized administrative structure and a continuance of what they now have.

If you should ask what recommendations I, as Director would make, I would say adhere to all of the provisions of Public Law 95-561. It serves DODDS well. DODDS has increased in quality and efficiency under it.

But currently the administrative responsibilities that Congress gave to the Director are being pulled into the Deputy Assistant Secretary's office and placed under the Director of Dependents'

Schools Policy, thereby creating another bureaucratic layer that is implementing—and I do emphasize this—political, rather than educational policy. Even minor activities in the regions are now being dictated by the Deputy Assistant Secretary, who does not have a background of educational administration.

Perhaps you can consider making DODDS an agency. That would permit it to function in a manner that's analogous to a State education agency, which actually is the role that was assigned to it in Public Law 95-561.

I would ask you to consider shutting off the stream of studies that have been and are being conducted of DODDS.

Stabilize the administrative structure. Let DODDS educators devote their energies and funds to running DODDS.

Spend money on the schools, and we do need it now in light of our budget cuts, rather than on studies and on reorganization.

I beg you to make DODDS a true educational institution rather than a political one.

Thank you.

Mr. GOODLING. Who approved your written testimony?

Did you have to submit your written testimony to someone to approve it?

Ms. STEPHENS. I submitted my written testimony up through the channels to the Deputy Assistant Secretary of Defense.

She called back and asked that some of it be eliminated, that the Assistant Secretary had asked that it be. I complied, and you have my written testimony that was submitted through them.

Mr. GOODLING. I noticed there was a big difference between your written testimony and what you had to say. That's why I asked that question.

Prior to the last 2 months, I assume that you had pretty much control over curriculum, hiring, and decisionmaking in relationship to the everyday operation of the school. Did you?

Is that the way you felt prior to the last 2 months, that you were at the level of a State superintendent of education?

Ms. STEPHENS. I was always aware that there was oversight, and I think there should be.

After I became Director of DODDS, the administration of DODDS was moved up directly under the Assistant Secretary. It had been under a Deputy Assistant, but it moved up directly under the Assistant Secretary, and we profited from that.

We did have contacts with the different agencies that have been referred to this morning, but we had contact at a higher level, and the coordination became more highly interrelated because of the higher level contact.

Starting last fall, an Acting Deputy Assistant Secretary started the implementation of the current anticipated or currently being effected reorganization.

The activity heightened starting in January and February of this year.

The Acting Deputy Assistant Secretary implemented, in essence, what is being carried out now by the newly appointed Deputy Assistant Secretary.

Mr. GOODLING. Who was the Assistant Secretary when you first became the Director?

Ms. STEPHENS. A Dr. Korb was the Assistant Secretary.

Mr. GOODLING. Pardon?

Ms. STEPHENS. A Dr. Korb was the Assistant Secretary until last September.

Mr. GOODLING. So, these changes have basically taken effect since a new Assistant Secretary has come on board?

Ms. STEPHENS. There was a period from September, from the time of Dr. Korb's resignation, until Mr. Cox was appointed, that the person who had been principal, Deputy Assistant Secretary under Dr. Korb, served as Acting. Assistant Secretary, a Mr. Calhoun.

These changes were proposed last August. But they really were not effected. There was no movement on them until approximately January or February of this year. Generally, the status quo was maintained.

Mr. GOODLING. Thank you.

Mr. FORD. I'm looking at the Congressional Record from May 20, 1985. In the Senate, an amendment was introduced to repeal the transfer of the DODD Schools to the Department of Education. This is amendment it was part of a compromise, which was outlined on the Senate floor, and it included making a number of changes in the Advisory Council on Dependents' Education.

The amendment stated that there would be a council consisting of 12 individuals appointed by the Secretaries of Defense and Education.

Now, has that been done?

Ms. STEPHENS. The action for that rests within the Assistant Secretary of Defense.

We have worked on that up until, I would say, 2 months ago. The Deputy Assistant Secretary has assmmed responsibility for that since that point in time.

Mr. FORD. Now, many of us who were enthusiastic supporters of the idea of transferring DODD Schools to a Department of Education, when one was created, have since cooled. At least this is one of them who has cooled off on that issue.

I'm now satisfied for two reasons that it would be a mistake. The first and foremost reason is the present Secretary of Education. And I make no apology for suggesting that I don't want to transfer anything to his jurisdiction that I care about.

And the second reason the transfer would be a mistake is that it's very clear that in many parts of the world we would have serious personnel problems for the employees in school systems if we removed them from their status of being Defense Department employees and had them employed by some other agency.

Now, I understand that while I was out of the room taking a call from the Speaker that you said something about wanting to establish DODDS as an independent agency. Did you want to amplify that?

Ms. STEPHENS. I think if—you look at analogous situations within the states, they're called education agencies. And DODDS and the functions that it performs under Public Law 95-561 are functions that are analogous to those that are expected in an agency.

A school system that's responsible for 150,000 pupils and over 12,000 staff could be considered for agency status.

Mr. FORD. Then you're not talking about establishing it as a separate, freestanding entity. You're talking about changing its status within Defense?

Ms. STEPHENS. I think it would remain within the Department of Defense. There are other agencies within the Department of Defense.

Mr. FORD. What would you look to as a parallel to the kind of structure that you suggest?

Ms. STEPHENS. There are several agencies. There's the Defense Mapping Agency within the Department of the Defense that is actually smaller in terms of staff than DODDS. There's the Defense Logistics Agency.

If you really want to look at the administrative structure of DODDS, the educational system that is more nearly analogous to DODDS is the State of Hawaii. They have a State education agency that relates to the schools in practically an equivalent manner to the way that the DODDS, headquarters, relates to the schools in DODDS.

They have schools located on different islands. They are not as dispersed geographically as DODDS, but they are dispersed.

The Hawaiian school system is quite similar in structure to ours. It operates as a state agency; and I emphasize agency. And it does it so successfully.

Mr. FORD. The legislation which canceled the transfer also included was also a requirement that the Secretary of Defense consult with the Secretary of Education on educational programs and practices of the DODD schools.

Now, at what level does that consultation take place?

Are you involved in the consultation?

Ms. STEPHENS. At DODDS level, we do confer with persons in charge of specialized areas within the Department of Education. For example, science, or math, or special education are different areas.

We go directly to our counterparts in the Department of Education for information.

The National Advisory Council the one that is legislatively provided for, should draw from experts in the Department of Education, and national level experts in the various areas of education that concern DODDS seek their input and their review and suggestions for our programs.

DODDS could benefit immeasurably from that type of input from this National Advisory Council membership.

Mr. Ford; All right.

Now, the National Advisory Council was transferred from Education to Defense at the time that this legislation was passed. Has that Advisory Council now been constituted with joint appointees of the Secretary of Education and the Secretary of Defense?

Ms. STEPHENS. I can't answer that.

The charter had to be slightly rewritten to conform to the new legislation.

Mr. FORD. Well, who do they advise?

Ms. STEPHENS. They should advise DODDS.

Mr. FORD. Do they, as a matter of fact?

Ms. STEPHENS. In the past, they did. Yes.

We attended the meetings. They would give us written reports, with suggestions and recommendations, and we attended to them.

Mr. FORD. You say in the past. When did they last meet?

Ms. STEPHENS. They have not had a meeting since the legislation transferred it to the Department of Defense.

The charter had to be redrawn. That was done. I worked with representatives from the Department of Education on the structure of the committee.

Then the Deputy Assistant Secretary asked for it, and it is now in her hands. I can't answer what has occurred since that point in time, but there has been no meeting.

Mr. FORD. Well, I'm afraid that we'll have to ask it at the Deputy Assistant Secretary level maybe, and find out what happened to that council.

It wasn't intended that it would be terminated by this legislation. Quite the contrary, that, in fact, that it would actively consult with and be advisory to you and your people over there.

Ms. STEPHENS. I worked with a Deputy Undersecretary of Education in formulating the structure of it, and in considering the type of person that could serve beneficially as members.

Mr. FORD. The press release made at the time of the appointment of the Deputy Assistant Secretary for Family Matters describes her office.

Ms. Pope's office is charged with coordinating family educational and safety policy for the services, and for DOD level activities, such as, dependents' schools.

It encompasses the Safety and Occupational Health Office, the DOD Explosive Safety Board, the Family Policy Office, the Military Family Resource Center, the Dependents' Schools Policy Office [which is responsible for dependents' education in the United States], and the Department of Defense Dependents' Schools, which handle education for dependents overseas.

Now, Public Law 95–561 very specifically says that DODDS' mission is overseas dependents, not domestic dependents.

The Defense Department established what would appear to be a counterpart to your office for domestic dependent education.

Now, as you describe it to me, it's being structured, however, so that the Department created to oversee domestic education will also be overseeing the overseas education, is that correct?

Ms. STEPHENS. The official job description of the person that is filling that position states that that will be his responsibility.

Mr. FORD. Excuse me. I must run for a vote. And I'll be right back.

[Brief recess.]

Mr. FORD. I'm sorry for the interruption.

Ms. STEPHENS. That's quite all right.

Mr. FORD. In Assistant Secretary Cox's new organizational structure, in what way do you report to Mr. Cox?

Ms. STEPHENS. Actually, I don't.

The Deputy Assistant Secretary has weekly meetings of the people in her directorate. We met yesterday in a weekly meeting. It was about a 30-minute meeting. That's the communication that exists.

She, in turn, goes to his meetings.

Mr. FORD. Well, the statute says that you are supposed to be reporting to an Assistant Secretary.

Ms. STEPHENS. I did report to the Assistant Secretary when the organizational chart, which reflected the structure, had me reporting directly to him. That is no longer true.

Mr. FORD. Now, is that the part of the reorganization that you feel is inconsistent with the statute?

Ms. STEPHENS. Yes, I do.

Mr. FORD. The statute says rather clearly that the Director shall report to the Assistant Secretary of Defense for Manpower Reserve Affairs and Logistics.

Now, that title has been changed, but its position is that held by Mr. Cox.

Ms. STEPHENS. That complete directorate was reorganized. Actually it was reduced, it now has about one fourth of the responsibility it previously had. Mr. Cox's maintains a fraction of the responsibility that was lodged previously in the other.

Mr. FORD. Well, who has the function? Who would be the Assistant Secretary to whom you are ultimately reporting?

Ms. STEPHENS. Mr. Cox.

Mr. FORD. But you report to him only through the Assistant——

Ms. STEPHENS. The Deputy Assistant Secretary.

Mr. FORD. The Deputy Assistant Secretary.

And do you report directly to the Deputy Assistant Secretary, or do you now go through this other Office of Dependents Schools Policy?

Ms. STEPHENS. Well, I don't know. I suppose we'd almost have to define what reporting is.

I contact her, and she contacts me.

However, this Director of Dependents' Schools Policy contacts the DODDS Regional Directors overseas directly, directs them to do things, and contacts my staff and directs the DODDS staff to do things.

Mr. FORD. Well, now, you mean that this Policy Director is going directly to employees of the DODDS system overseas?

Ms. STEPHENS. Without observing the current administrative structure. He has called DODDS overseas staff and asked them to gather data and information and report it to him.

Mr. FORD. But has he done anything in the nature of making any personnel moves or anything of that kind?

Ms. STEPHENS. No, but the deputy assistant.

I think the Secretary has; he works with Mrs. Pope on such matters.

Mr. FORD. I'm curious as to what this other directorate really is.

Ms. STEPHENS. In her absence, he signs official correspondence for her. In her absence, he seems to be in charge of her directorate. He is the one that signs documents. And issues directives to the DODDS staff.

Mr. FORD. The office overseeing a section six school doesn't hire any teachers does it?

Ms. STEPHENS. Section six schools, no. Those schools are within the continental limits of the United States.

Mr. FORD. Those are all contract schools aren't they?

Ms. STEPHENS. They have school boards. The school boards are responsible for the personnel.

Mr. FORD. The personnel does not become Government personnel is the point I'm making. The section six employees are not employees directly of the Federal Government. They're employees of the contract school aren't they?

Ms. STEPHENS. They are employees of the contract school, but, in turn, the contract school is Government owned or operated. So, indirectly, they are employees of the Federal Government.

Mr. FORD. I wasn't aware that we actually operated the schools through the section six. I thought that we contracted, generally, with some other school authority to operate them for us.

Ms. STEPHENS. Section six schools are schools that are located on military bases.

Mr. FORD. Right.

Ms. STEPHENS. And are operated by the Department of Defense, by the military service that has that base actually. Of course, that is a part of the Department of Defense. They are administered through a elected school board. The superintendent is answerable to the school board.

Mr. FORD. Now, is it your understanding that the primary responsibility of Mr. Navares is to overlook and direct those schools?

Ms. STEPHENS. I had thought, in the past, that that was correct. But when you read the position description that was in the job announcement that he's now filling, it doesn't say that. And his actions don't reflect that.

Mr. FORD. Do you have a copy of that?

Ms. STEPHENS. His responsibilities are much more extensive. He was employed through this job description.

Mr. FORD. Do you have a copy of the job description for the Director of Dependents' Schools Policy?

Ms. STEPHENS. It's termed Director of Dependents' School Program in the job description rather than policy.

I can furnish you a copy for the record if you like.

Mr. FORD. And do you have a job description for the Director of the Department of Defense Dependents' Schools?

Ms. STEPHENS. Yes.

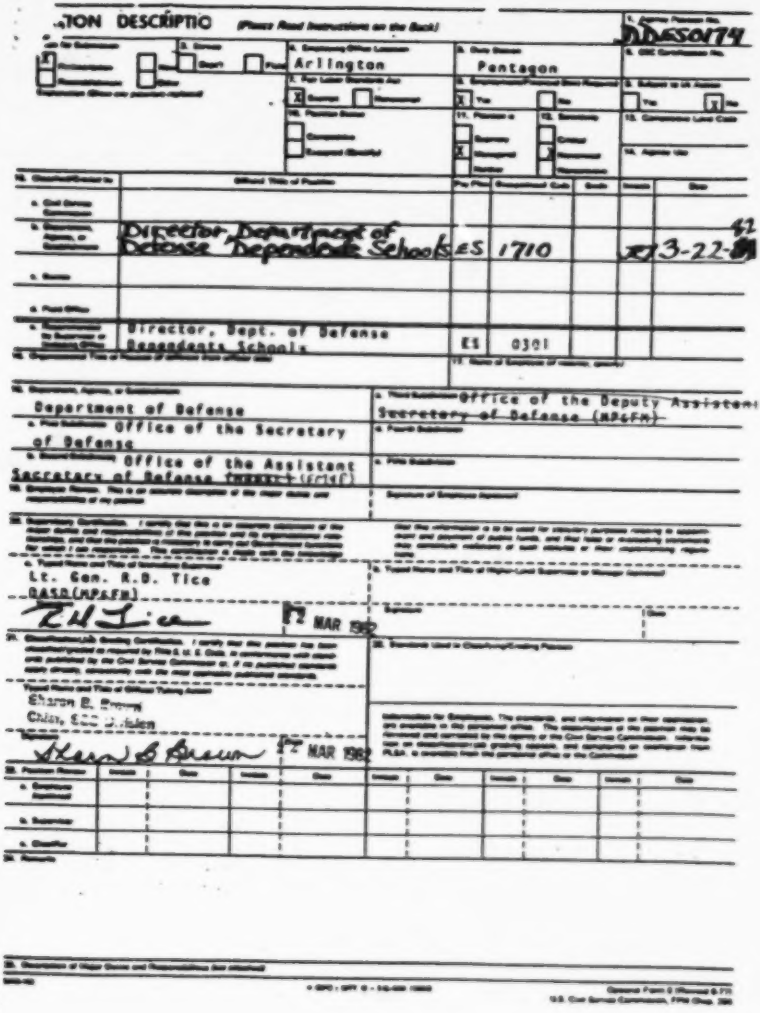
Mr. FORD. I'd like to have both of those for the record——

Ms. STEPHENS. All right.

Mr. FORD [continuing]. If you would give them to us.

And, without objection, they will be placed in the record at this point.

[The information referred to follows:]



...TION DESCRIPTIO (Please Read Instructions on the Back)

DA850174

Arlington

Pentagon

Director, Department of Defense Dependents Schools ES 1710 XT 3-22-82

Director, Dept. of Defense Dependents Schools ES 0301

Department of Defense

Office of the Secretary of Defense

Office of the Assistant Secretary of Defense (MRA&L)

Office of the Deputy Assistant Secretary of Defense (MP&FM)

Lt. Gen. R.D. Tice DASD(MP&FM)

R D Tice 12 MAR 1982

Sharon B. Brown Chief, Exec. Resources

Sharon B Brown 12 MAR 1982

I. NATURE AND PURPOSE OF WORK

A. INTRODUCTION:

1. This position reports to the Deputy Assistant Secretary of Defense (Military Personnel and Force Management) within the Office of the Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics). The ASD(M&RA&L) is the principal staff advisor and assistant to the Secretary of Defense for DoD civilian and military requirements, policy, and planning; reserve affairs; logistics; and installations management. To fulfill his functional responsibilities, the ASD(M&RA&L) develops policies, conducts analyses, provides advice, makes recommendations, and issues guidance on Defense plans and programs; participates in DoD planning, programming, and budgeting activities; and initiates programs, actions, and taskings to ensure adherence to DoD policies and national security objectives.

The Deputy Assistant Secretary of Defense (Military Personnel and Force Management) is a principal staff advisor and assistant to the ASD(M&RA&L) and is responsible for providing the leadership, direction and management control of the DoD Military Personnel Program, including associated support programs such as those relating to the Dependents Schools. The incumbent of this position serves as the Director, Department of Defense Dependents Schools. In support of the DASD(MPP&FM), the Director is responsible for planning, formulating, developing, and executing the policies and programs of the Secretary of Defense and the ASD(M&RA&L) in all functional areas assigned in consonance with the Administration's goals and objectives. This includes recommendations concerning major political issues, involvement in advocating the policies and programs of the Secretary of Defense, and the Administration and full support of their controversial aspects.

2. This position is located in the Office of the Department of Defense Dependents Schools (DODDS). Responsibilities and authorities of the Department of Defense Dependents Schools are set forth in DoD Directive 1342.6, August 26, 1976. The DODDS is established as an Office of the Secretary of Defense field activity under the policy guidance of the Assistant Secretary of Defense (Manpower, Reserve Affairs and Logistics).

3. The dependents schools' system is comprised of approximately 280 schools, located in 27 different countries, with an enrollment of approximately 150,000 students, and employing approximately 11,000 teachers, administrators, and support personnel. In addition, DODDS provides for the education of minor dependent children of military personnel stationed anywhere in the world where American school facilities are unavailable (such as Moscow, Cape Town, Cairo, New Dehli, etc.) through contract and/or tuition aid programs. The incumbent of this position serves as the Director, DODDS.

B. BACKGROUND: This position requires the application of professional knowledge of the theories, principles, and techniques of education in such areas as instruction, guidance counseling, and education administration. These knowledges provide an enabling background in support of the position's primary reason-for-being, which is to link the Administration's educational philosophies, economic priorities, and other key welfare and service programs to the DODDS program and policy development process. In

VI. PERSONAL WORK CONTACTS

Contacts extend throughout all levels of the Department of Defense, other Executive Departments and Agencies, and the Congress.

this respect, the Director acts as an informed manager/facilitator exercising high level contacts and final commitment authority to support the implementation of the Administration's education program. Headstart, the Second Language Program, and ethnic studies exemplified past Administrations' major programmatic responses to educational philosophies of their day. Current thinking regarding the need to develop fundamental learning skills, as well as this Administration's desire to support its commitment to the All Volunteer Force by providing education in a manner acceptable to parents, will have a significant influence on the future programs of the DODDS. The Director's penultimate purpose is, therefore, to translate current Administration philosophy into managerial education programs and policies.

C. DUTIES

1. The Director, DODDS, is responsible for establishing policies and procedures, for the organization, operation, administration, and logistical support of the dependents schools' system of the Department of Defense.

2. Through consultation with educators, major school administrators, and the Dependents Schools Accreditation Association, determines the content and scope of the dependents schools' program consistent with the restraints of budgetary limitations, and the availability of facilities and equipment. Such programs are designed to meet or exceed the quality, content, and character of school systems of equal size anywhere in the United States.

3. Determines the short- and long-range objectives and goals of the program, and establishes timetables, check and evaluation points to determine progress and accomplishments. Periodically conducts comprehensive evaluations of the system to determine compliance by subordinate echelons, identify problem areas, and test the validity of policies and procedures. Based upon the findings of the evaluation, adjusts or redefines objectives and goals, policies and/or procedures as necessary, or takes other managerial action to correct the problem. Maintains an awareness of the changing world situation, troop commitments, etc., in order to provide advice for Assistant Secretary of Defense (MRA&L) of the impact of foreign policy decisions and commitments upon the dependents schools' program.

4. Organizes the resources of DODDS into the most economical and productive structure possible consistent with the mission requirements and budget limitations. Utilizing good managerial and position management principles, organizes the system into staff and operational elements such as regions, districts, complexes, etc., as necessary to direct the effective accomplishment of assigned mission with a responsive organization.

5. Represents the DoD with segments of the Legislative, Executive, and Judicial Branches of the Federal Government on educational matters. This includes maintaining liaison in direct (often day-to-day) relationships with high level officials of the Office of Personnel Management, Merit Systems Protection Board, Office of Management and Budget, Office of the Comptroller General, Post Office and Civil Service Committee, as well as other committees of Congress.

6. Increases the management emphasis and comment on and the quality of planning for the application of new educational approaches and developments arising from proposed legislation, social sciences research, and the latest developments in our overseas commitments.

II. SCOPE AND EFFECT OF WORK

The work involves planning, developing, and directing a worldwide educational system, kindergarten through grade 12, for the education of approximately 150,000 dependent children of military personnel, and civilian employees of the Department of Defense stationed overseas. The incumbent is responsible for providing a quality education equal or better to that available in major urban school jurisdictions throughout the United States. The quality of education provided by the DODDS system will have an impact upon the lives of all the students enrolled in the system.

III. SUPERVISION RECEIVED

Duties are performed under the broad policy guidance of the DASD(MP&FM).

IV. SUPERVISION EXERCISED

Supervises the operation of the Dependents Schools system through three regional directors, in the Atlantic, Pacific, and European Regions, and a headquarters staff consisting of approximately 37 professional, administrative, and support personnel. Insures a continuing affirmative application of OSD-wide policy concerning equal employment opportunity. Assures that personnel management within subordinate organizations is accomplished without regard to race, color, religion, sex, age or national origin. Is responsible for keeping abreast of developments, policy, issuances, etc., in the EEO field.

V. KNOWLEDGE AND ABILITIES REQUIRED

Effectively performing duties assigned requires: a thorough knowledge of Administration policies and goals in all areas upon which MRA&L responsibilities touch, with particular emphasis in areas that are the specific responsibilities of the DODDS. This means the Director must be able to evaluate and, as necessary, modify policy proposals generated by DODD's regional directors fit within the context of the Administration's standing policies and broad aims. In this regard, the incumbent must be capable of absorbing large amounts of highly esoteric program information and relate it to service/agency/component needs, the regulatory and statutory policy base governing education management, and Administration policy. This is, of course, not simply an exercise in acquiring the salient aspects of educational programs and issues but it also involves gaining the consensual validation of many of the parties noted under Duties. Accordingly a keen intellect and the ability to express ideas persuasively both orally and in writing are required. The ability to successfully negotiate DoD education policy positions is also required.

POSITION DESCRIPTION (Please Read Instructions on the Back)

1. Agency Position No.: 11634

2. Reason for Submission: [ ] Redescription [ ] Reclassification [ ] Other (Explain: Other are previously reported)

3. Service: [X] Civil [ ] Excepted

4. Employing Office Location: Washington, D.C.

5. Duty Station: Arlington, VA

6. CSC Certification No.:

7. Fair Labor Standards Act: [X] Exempt [ ] Nonexempt

8. Employment Status or Time Requested: [X] Full-time [ ] Part-time

9. Subject to IA Action: [ ] Yes [X] No

10. Position Status: [X] Competitive [ ] Excepted (Specify)

11. Position is: [X] Supervisory [ ] Managerial [ ] Neither

12. Security: [X] Critical [ ] Noncritical [ ] Nonsensitive

13. Competitive Level Code: 03

14. Agency Use:

15. Classified/Graded by	Official Title of Position	Pay Plan	Occupational Code	Grade	Initials	Date
a. Civil Service Commission						
b. Department, Agency, or Establishment	Supervisory Instructional Systems Specialist	GM	1750	15	cm	4/8/86
c. Bureau						
d. Field Office	Recruit ___ Employee ___ 201 ___ Supervi...					
e. Classified by Position or Ongoing Office	School Administrator	GM	1722	15		

16. Organizational Title of Position (if different from official title):

17. Name of Employee (if vacant, specify):

18. Department, Agency, or Establishment: Department of Defense, Office of SECDEF

c. Third Subdivision: Directorate for Dependents Schools Program

d. Fourth Subdivision:

a. First Subdivision: ASD (FM&P)

b. Second Subdivision: DASD (FSE&S)

e. Fifth Subdivision:

19. Employee Review. This is an authentic description of the major duties and responsibilities of my position.

Signature of Employee (Optional)

20. Supervisory Certification. I certify that this is an accurate statement of the major duties and responsibilities of this position and its organizational relationships, and that the position is necessary to carry out Government functions for which I am responsible. This description is made a matter of my official knowledge.

I realize that this information is to be used for statutory purposes relating to appointments and payment of public funds, and that false or fraudulent statements may constitute violations of such statutes or their implementing regulations.

a. Typed Name and Title of Immediate Supervisor: E.D. Goucher, Col, USMC, DASD (FSE&S) Acting

Signature: E.D. Goucher Date: 3/4/86

b. Typed Name and Title of Higher Level Supervisor or Manager (Optional):

Signature: Date:

21. Classification and Grading Certification. I certify that this position has been classified and graded as required by Title 5, U.S. Code, in conformance with standards published by the Civil Service Commission or approved substitute standards, and that it is properly titled and graded consistently with the most applicable published standards.

Typed Name and Title of Official Taking Action: Personnel Staffing and Classification Specialist

Signature: Date: 4/8/86

22. Standards Used in Classifying/Grading Position:

Information for Employee. The standards and information on the classification of this position are available in the personnel office. The classification of the position may be reviewed and corrected by the agency or the Civil Service Commission. Information on classification appeal rights, and exemptions or exemption from FLSA, is available from the personnel office or the Commission.

23. Position Review	Initials	Date	Initials	Date	Initials	Date	Initials	Date	Initials	Date
a. Employee (Optional)										
b. Supervisor										
c. Classifier										

24. Remarks:

25. Description of Major Duties and Responsibilities (see attached)

OPM 486

Optional Form 8 (Revised 8-77)
U.S. Civil Service Commission, FPM Chap. 295

DIRECTOR, DEPENDENTS SCHOOLS PROGRAM

INTRODUCTION

This position is located in ODASD (Family Support, Education and Safety), OASD (Force Management & Personnel). The Deputy Secretary of Defense DASD (FSE&S) is responsible for policy formulation, program and budget review and oversight for all matters regarding cognizant programs.

The incumbent of this position serves as the Director, Dependents Schools Programs (DSP), responsible for all activities involved in the planning, direction, operation, control, and coordination required in the administration of all dependents' schools programs.

MAJOR DUTIES

The incumbent is responsible for assisting the Deputy Assistant Secretary of Defense (FSE&S) in establishing policies governing the management of dependents' schools programs. Performs review and analysis of policies and issues relating to the dependents' schools programs and prepares reports on the implementation and performance of DoD operated schools. Performs comprehensive studies of system-wide educational programs which have unique resource requirements or special statutory mandates. Provides oversight for family member support programs and tuition assistance programs.

Serves as a principal staff member for program and budget review. Reviews and analyzes proposed legislation concerning the dependents' schools programs and prepares position papers as required.

Prepares reports and studies with narrative text and appropriate tables, charts, and other supporting material to justify recommendations, prove conclusions, and document alternatives. These reports and studies must be developed with sufficient detail and support to serve as the primary DoD statement and position on the subject being studied.

Prepares Congressional testimony on matters of dependents' schools programs. Presents DoD position to the DoD Inspector General and General Accounting Office in response to issues concerning dependents' education. Prepares Congressional reports on dependents' schools programs as requested by the Congress.

Performs other duties as assigned.

FACTORS:

FACTOR 1, KNOWLEDGE REQUIRED BY THE POSITION

The incumbent must have extensive knowledge of the principles involved in management, supervision and operation of a large, widely dispersed school system. He must also have substantial knowledge about educational programs commonly found in public schools in the United States and unique educational programs which would be suitable for the overseas environments; basic understanding of budgeting, logistical and personnel principles associated with the operation of a large organization; and vast knowledge of the theories and practices related to interpersonal relationships and leadership techniques.

FACTOR 2, SUPERVISORY CONTROL

Duties are performed under the general guidance of the Deputy Assistant Secretary of Defense (FSE&S).

FACTOR 3, GUIDELINES

Guidelines consist of broad policy statements and program objectives established by the Deputy Assistant Secretary of Defense (ESE&S), law, and regulation. Guidance is characterized as general in nature and nonspecific. Although not directly applicable, the incumbent will also rely upon a wide range of administrative support program policies and procedures applicable to DoD activities. The incumbent must extensively interpret and adopt the limited guidance which applies to areas of assigned responsibility.

FACTOR 4, COMPLEXITY

The work requires application of advanced knowledge about public school administration, supervision and operation as these concepts relate to the Federal sector. Duties are greatly complicated by the organizationally separate and geographically dispersed nature of the dependents' schools operations and of the large number of other agencies and institutions which must be involved in the successful operation of DoD-operated schools.

FACTOR 5, SCOPE AND EFFECT OF WORK

The duties and responsibilities of this position cover the entire range of dependents' schools programs.

FACTOR 6, PERSONAL CONTACTS

Frequently works with top DoD military and civilian leaders with responsibility in training and education management, with key Congressional personnel, and with high level officials of such agencies as the Office of Management and Budget and the General Accounting Office.

FACTOR 7, PURPOSE OF CONTACTS

Contacts are made as a representative of the OSD and are for the purpose of obtaining information, resolving problems and developing understanding among people who have conflicting and/or different goals and objectives. Often contacts are made for the purpose of developing, monitoring, defending or justifying OSD policy and issue positions with regard to complex and controversial issues.

FACTOR 8, PHYSICAL DEMANDS

Work is primarily sedentary. Requires carrying personal luggage, light books, training materials, and papers to and from conferences and meetings in different Government buildings and activities and to locations outside the United States.

FACTOR 9, WORK ENVIRONMENT

Work is usually performed in offices and conference rooms. Travel by car, rail, bus, and military or commercial aircraft to a variety of stateside and overseas locations for meetings, training, and conference is required. Exposure to a variety of environmental conditions typical of the area in which traveling, to include possible acts of terrorism, is involved in the work of the position.

Mr. FORD. The job description that I have before me says that the incumbent is responsible for assisting the Deputy Assistant Secretary of Defense in establishing policies governing the management of dependents' schools programs.

Ms. STEPHENS. Is that for the Director of DODDS or the Director of Dependents' Schools Program.

Mr. FORD. The Director of Dependent Schools Programs.

Performs comprehensive studies of systemwide educational programs, which have unique resource requirements or special statutory mandates.

That sounds as if it would include the Director of the Department of Defense Dependents' Schools, doesn't it?

Ms. STEPHENS. Yes, it does.

I can furnish you a copy of this. It says this position is located in office of ODASD, Family Support, Education, and Safety, a Deputy Assistant Secretary of Defense.

Mr. FORD. Now, did the Counsel for the Defense Department specifically address that in rendering an opinion that the reorganization was consistent with the statute?

Ms. STEPHENS. The General Counsel of Department of Defense stated that the Deputy Assistant Secretary could serve, and I believe the words were, in the shoes of the Assistant Secretary, or other designated persons could. That's not the exact quote, but I can furnish you with it.

Mr. FORD. Counsel says in this opinion of June 20, 1986, DODDS is an element of the Department of Defense. DODDS, therefore, is under the authority, direction, and control of the Secretary of Defense.

The Secretary has the right to delegate these powers to another official of the Department. The Secretary has done so with respect to DODDS.

The charter of the Assistant Secretary of Defense for Force Management and Personnel confers all the Secretary's authority to manage DODDS on the Assistant Secretary.

DOD Directive 5124.

This includes but is not limited to the establishment of educator positions.

Then he goes on to say the Secretary has expressly empowered the Assistant Secretary to redelegate authority, direction, and control over DODDS.

I understand that acting on the Assistant Secretary's recommendation the Secretary has appointed Mrs. Barbara Pope as the Deputy Assistant Secretary of Defense, Family Support, Education, and Safety, and has given her authority, direction, and authority over DODDS, subject to guidance from the Secretary and the Assistant Secretary.

Mrs. Pope, therefore, stands in the shoes of the Secretary and the Assistant Secretary in directing the operations of and establishing policy for DODDS.

Ms. STEPHENS. That's a memorandum written by the general counsel.

Mr. FORD. They're taking a position that this does meet the requirement of the statute because the Assistant Secretary has re-

delegated his authority over DODDS to her, so that she stands as an Assistant Secretary with respect to DODDS.

Ms. STEPHENS. That's their interpretation.

Mr. FORD. But that leaves us with the additional question of whether DODDS reports directly to Mrs. Pope's position, wearing the shoes of the Assistant Secretary, although she's classified as a Deputy Assistant.

The counsel is saying that for the purpose of DODDS administration she is an Assistant Secretary.

Ms. STEPHENS. DODDS reports to the Deputy Assistant Secretary.

I have a memorandum from Cox that states that we will report to the Deputy Assistant Secretary in my file.

I could furnish it for the record.

Mr. FORD. Well, I don't know whether I can quibble with the counsel for the Defense Department on the power of a Secretary to delegate their authority.

But I don't have any doubt in my mind that we knew what we were saying when we said that we wanted DODDS reporting to an Assistant Secretary.

I've just gone through something like this with the Department of Education, where I set up a Migrant Education Office. And they look at it and say, well, the chart would look better this way, so obviously Congress didn't mean it.

So, I relegislated it again last year. Now, for 3 years we tried to get the administration to understand that Congress meant what it said, that there was going to be a Migrant Office and where it was going to be, and it wasn't going to be buried under something else.

Now, that's contemporaneous with the action we were taking in 1978. We meant what we said when we crested the Director, as a statutory position within the Department. Now, the Secretary can do all the delegating he wants, but he can't abolish a statutorily created position.

And that position was specified to be reporting directly to somebody at the Assistant Secretary level. That was so the department wouldn't redelegate authority above DODDS to so many people that DODDS ended up in the back room some place along with people operating the PX's.

It was intended to elevate this office to a visible place, where the Director, being a professional educator, could impact on major policy decisions that would directly affect the quality of the educational program, including budget.

And, so, I think, we're going to have to pursue a little further with the Department of Defense what they believe to be the end result of this convoluted reasoning.

I've served in two branches of the military, and I understand how readily you can develop a military logic for things you want to do. And, as a former member of the Judge Advocate Corps of the Air Force, this sort of reasoning looks familiar to me. I guess I have written memos like this myself.

They tell you how they want it to come out, and then you write it that way.

But we'll have to have further discussions with somebody over there to see what their explanation is for why DODDS is now going

through a Deputy Assistant instead of an Assistant, which clearly, unless I misunderstand the tradition of the hierarchy in the Government, denigrates the office of the Director, with or without regard to the incumbent in that office, that's a matter of concern to us.

Now, without any judgment with respect to whether the incumbent Director is a good Director, a great Director, or not a great Director, this committee's concern is the position of Director, and where that is, in the visible hierarchy of the Defense Department.

We're even more concerned, since we made the decision with that in mind, that the DODD Schools would stay with Defense and not go to Education.

It may well be that some of us will change our mind again if we're convinced that Defense is hellbent to bury DODDS far enough down the line so that only the most curious committee will be able to find them again in the future.

We spent a number of years trying to get them out of the back room and up front. We really sort of treated these kids, for many years, the way handicapped kids were treated in our school system. If you can put them some place where you don't see them, they don't bother anybody. And that's not what is intended here.

And I want to thank you for your cooperation and for your frank discussion with the committee today. And I hope it doesn't get you in great difficulty.

I would remind you and anybody else who's reporting back to the Department that there are rules that cover the appearance of a witness before any duly constituted committee of the House. And any action, directly or indirectly, that results, that would be in the nature of criticism or intimidation, because of the witness' cooperation with the committee would be regarded as an act of high contempt by this committee and this chairman.

I don't know that that caveat is necessary, but somehow your previous testimony and your variation from the testimony that was cleared indicates that there might be somebody without a lot of experience with the Congress who might be critical of that.

Ms. STEPHENS. Thank you, sir.

Mr. FORD. Thank you very much.

Mr. FORD. Now, we have a panel with Jack Rollins, president of the Overseas Education Association; and Ernest Lehmann, executive director of the Overseas Federation of Teachers.

All right. I'm informed that we're being evicted.

Without objection, the prepared statements of both gentlemen will be placed in the record.

This room has been committed for a joint House-Senate conference that's due to start pretty soon. So, they'll be throwing us out very shortly.

I'd ask both of you to comment with respect to your testimony or anything you've heard this morning that might provoke you to add something.

First, Jack Rollins.

STATEMENT OF JACK ROLLINS, PRESIDENT, OVERSEAS EDUCATION ASSOCIATION

Mr. ROLLINS. Thank you, Mr. Chairman.

With respect to the time, I will make my testimony brief.

I am Jack Rollins, president of the Overseas Education Association, a state affiliate of the National Education Association.

The Overseas Education Association represents approximately 8,000 teachers in the Department of Defense Dependents' Schools and, in addition, we also represent and assist Six Six school teachers in the continental United States and Puerto Rico, as well as the Bureau of Indian Affairs teachers.

Before I begin my presentation, I want to thank Chairman Hawkins for honoring the Overseas Education Association's request to hold this hearing and to you, Chairman Ford, for the time outside of this hearing that you personally have spent with me and our Counsel, Ron Austin, on matters concerning the DODDS system.

In addition, I must comment most favorably on the time and effort spent by the staffs of both this commitee and the Post Office and Civil Service Committee on our educational issues.

When we speak of reorganization of DODDS, we, as you are aware, are observing the never ending process of reinventing the wheel.

We firmly oppose any movement to the pre-1975 situation of military control of schools.

We have gone from military control to centralized civilian control in Alexandria, but continue to have the never ending creation of new regions and realignments of old regions worldwide.

It appears the only stable area worldwide has been the Pacific region.

During the tenure of Assistant Secretary of Defense Korb, we were told to expect more authority vested in the chief school administrators, now also known as school superintendents, with a gradual demise of the size of the regional offices and an end to the duplication of functions found in each region.

Those duplicative regional functions were to be performed by the Office of Dependemts' Schools in Alexandria for the entire school system, and thus eliminate the same process in each region.

There was even consideration that the payment of teachers would be made from a central point in the Office of Dependents' Schools.

Now, the current planning seems to be a trend toward super regions, with only the general policy making being performed by the Office of Dependents' Schools, and virtually all other policy making residing with the various regions.

We have even read with concern a proposal that certain responsibilities in the running of the DODDS system be given to the Department of the Army.

We strongly support a universal school system totally directed by a civilian Office of Dependents' Schools.

We believe that the current practice of duplication in each of the five DODDS regions is a wasteful use of manpower and resources and causes undue friction in the decision making process both as to personnel practices and policies and student issues.

With rare exceptions dictated by local conditions, personnel practices and school standards and their interpretation should be uniform in application worldwide.

Today, DODDS regions tend to be a law unto themselves.

While we favor retaining a regional director with authority to act as liaison with the military community at the highest regional level, we believe the focus and exercise of authority should be with the Director of the Office of Dependents' Schools and the ODS staff in order to avoid duplication of effort and variations of policy.

We believe universal application of policies and practices to be in the best interest of the school system as a whole.

As for regional alignment, which has been discussed, we would recommend the following: a Pacific region, as presently aligned; an Atlantic region to include all schools in the British Isles, Iceland, Newfoundland, Bermuda, Cuba, Antigua, and Panama; and a European region encompassing Germany the BENENOR countries, and the Mediterranean region.

OEA believes that in any reexamination of the structure of DODDS the functions of administrators at the school level and above should be carefully reviewed. For example, the emergency of supervising principals, coordinating principals, and educational program managers at the school level and subject matter coordinators and other specialists at the regional and chief school administrator level is certainly a questionable use of manpower.

Our focus must be on the student and the teacher. All other concerns are secondary.

When we have a system that virtually has one other employee for every classroom teacher, we know we have a problem, as you can see in the attachment provided.

To summarize, we favor a centralized system, as envisioned by the Defense Dependents Education Act of 1978, where the Director of DODDS through and with his or her staff provides uniform goals in curricula, text books, and standards and, as far as possible, uniform conditions of employment.

In spite of the current political climate, we have established a positive working relationship with the staff of the Department of Defense Dependents' Schools in Alexandria. And I have been most impressed with out meeting with Assistant Secretary Pope. She listed to what we had to say.

Time, of course, will tell if a positive working relationship may be established, but I am encouraged by the beginnings.

Now, in respect to the time, sir, I would just like to draw attention to the three areas of concern added to my testimony, which I will not speak to at this moment, but the record will speak to it.

We do have concerns with budget cuts and the budget process itself, the amount of moneys appropriated for DODDS, which we feel, on a per capita basis for each student, is definitely underfunded. And we highly request that this Congress look at those moneys and do whatever it is in their power to raise the amount of moneys for the DODDS system.

And last, but not least, we do drew attention to H.R. 43, which Congresswoman Mary Rose Oakar introduced on our behalf. And there have been hearings held, and there have been meetings, and we have consulted with proper staff on it.

We call on this Congress to support passage of that legislation before the end of the current Congress.

Thank you, sir, for the opportunity to testify, and I am open for questions.

Mr. FORD. Thank you.

[Prepared statement of Jack Rollins follows:]

With rare exceptions dictated by local conditions, personnel practices and school standards and their interpretation should be uniform in application worldwide.

Today DODDS regions tend to be a law unto themselves. While we favor retaining a regional director with authority to act as liaison with the military community at the highest regional level, we believe the focus and exercise of authority should be with the Director of the Office of Dependents Schools and the ODS staff in order to avoid duplication of effort and variations of policy. We believe universal application of policies and practices to be in the best interest of the system as a whole.

As for regional alignment which has been much discussed, we would recommend the following: A Pacific region as presently aligned; an Atlantic region to include all schools in the British Isles, Iceland, Newfoundland, Bermuda, Cuba, Antigua, and Panama; and a European region encompassing Germany, the BENELUX countries, and the Mediterranean Region.

OEA believes that in any reexamination of the structure of DODDS, the functions of administrators at the school level and above school level personnel should be carefully reviewed. For example, the emergence of "supervising principals", "coordinating principals" and "educational program managers" at the school level and "subject matter coordinators" and other specialists at the Regional and CSA levels is certainly a questionable use of manpower. Our focus must be on the student and the teacher. All other concerns are secondary. When we have a system that virtually has one other employee for every classroom teacher, we know we have a problem! (See Attachment 1.)

To summarize, we favor a centralized system as envisioned by the Defense Dependence Education Act of 1978 (20 U.S.C. 921 et. seq.) where the Director of DODDS, through and with his or her staff, provides uniform goals in curricula, text books and standards and, as far as possible, uniform conditions of employment.

In spite of the current political climate, we have established a positive working relationship with the staff of the Department of Defense Dependents Schools in Alexandria, and I have been most impressed with our meeting with Assistant Secretary Pope. She listened to what we had to say. Time, of course, will tell if a positive working relationship may be established, but I am encouraged by the beginnings.

In addition to the reorganization of DODDS, there are three other areas of concern to us that need the attention of the Congress.

BUDGET CUTS

This fiscal year the DODDS budget was cut 36 million dollars as a result of congressional action as implemented by the Department of Defense and a further 26.8 million dollars as a result of the Gramm-Rudman-Hollings Act. These cuts were levied well after the first half of the school year and had a serious effect on the system and on teacher morale. We ask your support of our efforts with the Defense Appropriations Committee to exempt the DODDS budget from

cuts after the budget is approved. We also ask your support in our efforts to establish a separate line item for the DODDS budget and to establish multi-year funding to align with the school year.

THE BUDGET

There are more than 270 DODDS schools located in 20 countries with approximately 155,000 students. DODDS is the largest United States school system in geographical dimensions and one of the ten largest in enrollment. Because of its size and locations, it is understandable that there are unique costs related to DODDS that U.S. school systems do not have, such as overseas allowances for employees, host nation programs, and the transportation costs of employees. These unique costs need to be considered separately from the monies identified for student programs. In fiscal year 1985, DODDS received a budget allocation of $3,402 for each student, which included the unique costs associated with the DODDS system. In order to show a true comparison to other school systems in the United States, these unique costs must be deducted. The true per student costs for fiscal year 1985 was $3,122 which was below the national norm. (See Attachment 2.) In fiscal year 1986, DODDS requested a budget allocation of $3,818 for each student; again this amount included unique costs. Without the unique costs the true allocation would be $3,444 per student which was below the national norm. After the budget cuts occurred for fiscal year 1986, the true allocation for each student was $2,908. This allocation should be an embarrassment to the federal government because the dependent children of our military forces are not receiving a comparable education to other United States school systems. Again we would ask your support of our efforts to raise the amount of per student expenditures.

HR 43

At our request, Congresswoman Mary Rose Oakar introduced HR 43, a Bill written by the office of the Overseas Education Association. Hearings have been held and after a series of meetings and consultations, we now have a Bill with no, or minimal, costs attached to it. Since there are many aspects of this Bill that are truly beneficial to the recruitment and retention of highly qualified teachers, we urge your support for the
passage of HR 43 before the end of the current congress.

Again, I want to thank you for your time in having us testify before you today.

	FY 1981 SY 1980-81	FY 1986 SY 1985-86	6 YEAR GROWTH NUMBERS	PERCENTAGE
ENROLLMENT	127,930	151,075	23,145	18.1%
ADMINISTRATIVE PERSONNEL				
(Above School Level)	483	637	145	29.5%
DDE	98	134		
Professional	NA	NA		
Clerical	NA	NA		
REGIONAL	294	309		
Regional Director	NA	5		
Deputy Regional Director	NA	4		
Professional	NA	NA		
Clerical	NA	NA		
Regional MS Computer Specialist	NA	4		
Regional Media Services	NA	11		
Internal Control Auditors	NA	5		
Special Education Project Section	NA	3		
Education Prescriptionists	NA	NA		
Panama Recreation Assistants	NA	14		
Musical Instrument Repair	NA	4		
Other	NA	6		
CSA		104		
Chief School Administrator	NA	19		
Secretary	NA	19		
Business Manager	NA	19		
Computer Coordinator	NA	21		
Educational Generalist	NA	6		
Special Education Specialist	NA	20		
EDUCATIONAL PERSONNEL	9780	12009	2219	26.0%
(School Level)	487	518		
ADMINISTRATIVE	220	385		
Principals	190	178		
Asst. Principals	90	75		
Educational Program Managers	NA	NA		
Asst. Director-APCENT, BAMBAIM	7	0		
Others	710	2342	1623	228.7%
ADMINISTRATIVE ASSISTANTS	149.5	1330		
Secretarial/Clerical	905.5	830		
ParaProfessionals	NA	78	800	49.0%
Repairmen/Housekeepers	64	0		
Others	1140	309		
FOREIGN NATIONALS	333	309		
Teachers	548	NA		
Clerical	249	NA		
Supply	11	NA		
Others	5128.5	6252	1123.5	22.1%
CLASSROOM TEACHERS	281	350		
Kindergarten	2751.5	3438		
Elementary	NA	1001		
Jr. High/Middle School	2094	1465		
Secondary School	51.5	103		
Vocational Education	NA	53		
Co-op Work Experience	2042.5	1909		
General Classroom	0	0		
Small School Allowances	179.5	423	243.5	135.7%
SPECIAL SUBJECT MATTER TEACHERS	97	119		
Elementary Art	78	184		
Elementary Music	84.5	181		
Elementary Physical Education	253	539	286.0	113.0%
SPECIAL PROGRAM TEACHERS	150	214		
Reading Improvement Specialist	24.5	124		
English As A Second Language	7	76		
Compensatory Education	2	127		
Gifted and Talented	69.5	0		
Speech Therapist	47	27		
DORMITORIES	0	0		
Teachers	47	27		
Counselors	256.5	748	491.5	191.6%
SPECIAL EDUCATION TEACHERS	0	183		
Speech Impaired	0	47		
Emotionally Impaired	107	402		
Learning Impaired	51	34		
Physically/Sensory Impaired	8.5	50		
Preschool Handicapped	0	52		
Unassigned/Other	548	723	175.0	31.9%
OTHER SPECIALISTS	177	240		
Librarians/Media Specialists	118	181		
Nurses	235	280		
Counselors	18	41		
Psychologists	12	22		
Social Workers	52.5	108	55.5	105.7%
OTHERS		35		
Panama Canal College Instructors	NA	31		
Student Assistants	NA	42		
JROTC Instructors	24	0		
Misc.-	29.5	NA		
Teacher Coordinator	3	0		
OPT President	.5	0		
Special Education	21	0		
AV Specialist	1	0		
School Complex Career Education Coordinator	9	0		
Occupational Therapist	0	0		
Paraprofessional	0	0		
Repairman-at-large	0	0		
Education Prescriptionists	0	NA		
Substitutes	NA	21		
PILOT PROGRAMS		10		
Pre-Kindergarten	NA	5		
Secondary P.E. Instructor	NA	6		
Driver Education	NA			
TOTAL	9201	12845	2356	36.2%

ATTACHMENT 2

PUPILS ENROLLED PER TEACHER IN PUBLIC ELEMENTARY AND SECONDARY SCHOOL

		FY 85	FY 86	
1.	Utah	24.05	24.18	
2.	DODDS	23.40	24.30	
3.	California	22.91	23.93	
4.	Michigan	21.91	21.27	
5.	Arizona	21.08	23.65	
6.	Washington	21.07	20.71	
7.	Idaho	20.74	20.61	
8.	Tennessee	20.51	20.23*	
9.	Nevada	20.22	18.89	
10.	Alabama	20.15	19.70*	
11.	Hawaii	20.07	19.60	
12.	Kentucky	19.62	19.16*	
13.	North Carolina	19.52	19.54*	
14.	Louisiana	19.17	18.76*	
15.	Indiana	18.96	19.32	
16.	Colorado	18.92	19.11	
17.	Georgia	18.87	18.54*	
18.	Mississippi	18.53	18.57	
19.	Ohio	18.41	18.26	
20.	New Mexico	18.37	17.99	
21.	Illinois	18.21	17.76	
	UNITED STATES	18.18	18.12	
22.	Arkansas	18.04	18.29	
23.	South Carolina	17.95	18.03*	
24.	Rhode Island	17.76	15.34	
25.	Texas	17.72	17.95	
26.	Maryland	17.72	17.95	
27.	Florida	17.63	17.53	
28.	Oregon	17.52	17.76	
29.	Minnesota	17.42	17.19	
30.	Virginia	16.97	16.74*	
31.	Wisconsin	16.92	16.81	
32.	Pennsylvania	16.82	16.68	
33.	Missouri	16.80	16.53	
34.	Maine	16.61	16.85	
35.	Oklahoma	16.56	16.88	
36.	Delaware	16.45	16.17	
37.	Iowa	16.17	16.71	
38.	West Virginia	15.97	15.80	
39.	Montana	15.91	15.26	
40.	New Hampshire	15.70	15.34	
41.	Massachusetts	15.59	14.92	
42.	New York	15.50	15.37*	
43.	New Jersey	15.50	15.12	
44.	Alaska	15.43	17.29	
45.	Kansas	15.39	15.39	
46.	South Dakota	15.31	15.19	
47.	Nebraska	15.27	15.13	
48.	North Dakota	15.13	15.02	
49.	Dist. of Col.	15.09	15.12	
50.	Connecticut	14.65	14.26	
51.	Vermont	14.21	14.16	
52.	Wyoming	14.11	14.09	
	SECTION SIX	NA	NA	

Computed from NEA Research

* States with SECTION SIX Schools

PER PUPIL EXPENDITURES FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS

		FY 85	FY 86	
1.	Alaska	$6,867	$8,044	1.
2.	New York	5,216*	5,416	2.
3.	New Jersey	5,085	5,544	3.
4.	Wyoming	4,961	5,479	4.
5.	Dist. of Col.	4,795		
6.	Connecticut	4,438	4,888	6.
7.	Rhode Island	4,332	4,849	7.
8.	Delaware	4,155	4,517	8.
9.	Maryland	4,038	4,349	9.
10.	Pennsylvania	4,002	4,335	12.
11.	Montana	3,968	4,337	10.
12.	Oregon	3,963	4,123	14.
13.	Massachusetts	3,889	4,255	11.
14.	Wisconsin	3,880	4,168	13.
15.	Vermont	3,783	3,954	26.
16.	Kansas	3,668	3,914	15.
17.	North Dakota	3,608	3,859	37.
18.	Hawaii	3,596	3,786	18.
19.	Colorado	3,536	3,740	19.
20.	Illinois	3,517	3,621	23.
21.	Washington	3,437	3,705	21.
22.	Michigan	3,434	3,789	17.
23.	Florida	3,427	3,731	20.
	UNITED STATES	3,413	3,677	
24.	Iowa	3,409	3,568	25.
25.	Minnesota	3,396	3,844	16.
26.	Ohio	3,315	3,547	27.
27.	California	3,296	3,573	24.
28.	New Mexico	3,278	3,376	29.
29.	Texas	3,161	3,384	28.
30.	Nebraska	3,128	3,285	32.
31.	DODDS	3,123	2,988	43.
32.	Virginia	3,043*	3,210	33.
33.	Maine	3,038	3,346	31.
34.	New Hampshire	2,964	3,114	36.
35.	SECTION SIX	2,957	3,990	23.
36.	Missouri	2,901	3,155	34.
37.	Oklahoma	2,901	2,867	44.
38.	West Virginia	2,866	2,821	47.
39.	Nevada	2,848	3,142	35.
40.	South Dakota	2,813	2,967	41.
41.	Louisiana	2,804*	3,046	38.
42.	Kentucky	2,792*	2,853	45.
43.	South Carolina	2,740*	2,912	42.
44.	Arizona	2,695	2,829	46.
45.	Georgia	2,682*	2,980	39.
46.	Indiana	2,638	2,973	40.
47.	North Carolina	2,588*	3,366	30.
48.	Arkansas	2,498	2,642	48.
49.	Tennessee	2,349*	2,533	49.
50.	Idaho	2,290	2,390	51.
51.	Alabama	2,241*	2,508	50.
52.	Mississippi	2,205	2,305	52.
53.	Utah	2,183	2,297	53.

Computed from NEA Research

* States with SECTION SIX Schools

Mr. FORD. Mr. Lehmann.

STATEMENT OF ERNEST LEHMANN, EXECUTIVE DIRECTOR, OVERSEAS FEDERATION OF TEACHERS

Mr. LEHMANN. Thank you, Mr. Chairman.

It's a pleasure to come here to speak to you today.

I'm Ernest Lehmann. I'm the European director of the Overseas Federation of Teachers. And we represent a number of teachers overseas.

I'm going to amplify on my testimony a bit and use, basically, two themes. One is the incongruous between the espoused theory and the theory in practice. And the second one is that too often we get solutions without really identifying what the problem is.

The first of that is structure. We've heard a lot of testimony about what the structure is. And the espoused theory basically is clean, simple lines of authority.

We see, today, from the testimony of Dr. Stephens and Ms. Pope that this really isn't true. We really don't know what the lines of authority are.

We do know, and we witnessed it this year, how one section countermands another. A good example of that is the school year calendar.

We do know that there is an office of chief school administrator between the regional director and the school principals, but we don't know what they do.

I tell them it's the best job in the whole program. They have no authority and they have no responsibility, but they do get a good salary.

We have school level administrators, up to four per school. And we don't know why there is that many.

We also have an enormous amount of duplication at managerial levels. Special education has coordinators on four different levels—Washington, region, CSA, and the school level. For what reason, we're not—we're really not certain.

Computer coordinators, exactly the same thing. Four different levels, coordinators on each of those levels, and no reason for it.

The other thing we hear about is change. The espoused theory, that there's a normal rationale, using appropriate techniques, to bring about change. And change is necessary. We have a society that's progressing with technology.

However, we find that in practice that change comes about by whim, by dictate. A good example of that is the length of the school year. It's been extended a number of days, well beyond what's happening in the United States.

We've asked why this has been done, what's the educational rationale for this. We've never gotten any adequate reason for that.

The seven period day is another example, where every school was, at one point, every high school, secondary school, at one point, was dictated to that we would have seven instructional periods.

We asked, well, where does this come from? Is there a study that has been developed? Is there any research that's been done on this? And we've never received any. Nor has it been piloted.

We would—we could say, well, fine, let's pilot this thing; let's try it out; let's look at it for awhile and see, and analyze it, and come up with some evaluation of this. That's never been done. It's just been dictated, and that's the way it is, I think that's a good idea, let's do it.

Testing program is another thing. There's a standardized testing program that was in effect in DODDS. This was planned and was, in fact, carried out so that it would be twice a year, at the beginning of the school year and the end of the school year. And they could then judge what the differences were, and the results, and why they had differences, and so on.

Now, that's been cut back for no reason so that it occurs only once a year and in not as many grades as it did before.

Communications is another area. The espoused theory is that there are open lines of communication ready to listen.

The practice is that we have found that in order to have DODDS listen to us at any level we have to litigate, grievances, arbitrations, lawsuits, and go to Congress.

The length of the school year is a good example of that.

The advisory council for dependents' education, that was brought up before. We don't know where it stands. One manager says that it's another manager's responsibility. And in the meanwhile that communication line is lost.

Morale is another area we're concerned about. The espoused theory is that they want high morale. In practice, it develops that there is really no recognition for a staffs' professionalism.

The best examples would be decisionmaking. There, they're imposed. There's not ownership. There's no consensus decisionmaking or very, very little of that.

Another example is the transfer program. What happened to that?

We were told we have this wonderful new transfer program this year. Everybody is going to have a chance to get transferred. The next thing we know it's completely wiped out to the point that we had teachers crying, saying that I went to the Azores with a promise from DODDS saying that they would take care of me because this is really a hardship area. And if you've been to the Azores you know that it's a hardship area. And the next thing they know, it was completely wiped out and with no hope.

We hear also that they're concerned about the professionalism, yet teachers still are not guaranteed a duty-free time to eat lunch.

I think it's the only group of people in this room that can't say to themselves I now have this time where I can go eat lunch and not worry about anything else.

Their cavalier way of establishing the length of the school year, the length of the school day, all point to the fact that they're really not concerned with employee morale.

For improvement, OFT recommends the following. First of all, that we be certain that the person who runs DODDS would be a career educational administrator with substantial experience in running a large school system and a complicated school system.

Second, we also believe that if we're going to be effective we should put the headquarters where the troops are, the headquarters where the students are, where the schools are, and move them

out of Alexandria where they have a buffer of about 4,000 miles of ocean between making policy and having it realized.

Third, we also think that in streamlining the—one part in streamlining—administrative structure would be to merge the Mediterranean region with the Atlantic region.

And, fourth, we believe that communications should be opened much more than they are currently. And I think that a lot of the problems that we heard today would be reduced if people started listening to the teachers more.

I want to thank you very much for the opportunity to present this testimony here, and I am open to questions.

[Prepared statement of Ernest Lehmann follows:]

PREPARED STATEMENT OF ERNEST LEHMANN, EUROPEAN DIRECTOR, OVERSEAS FEDERATION OF TEACHERS, AMERICAN FEDERATION OF TEACHERS, AFL-CIO ON DEPARTMENT OF DEFENSE DEPENDENTS' SCHOOLS—SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION

Mr. Chairman and Members of the Subcommittee: I am Ernest Lehmann, European Director of the Overseas Federation of Teachers, affiliated with the American Federation of Teachers. I have been a teacher in DODDS for 26 years and during this time have taught science, mathematics and elementary school in a number of overseas locations. On behalf of the OFT-AFT, we welcome the opportunity to make a presentation to the Subcommittee on Elementary, Secondary and Vocational Educational.

What is going on in the Department of Defense Dependent Schools? We have a solution but what is the problem?

1. Structural changes in DoD and DoDDS.

Almost total confusion reigns overseas about the structural makeup of the chain of command in DODDS and its link-up with the Department of Defense. We know that the principal is in charge of the school and his/her role is well defined. We don't know what the responsibilities are of the chief school administrators who occupy a managerial position between the principal and the regional director; a solution without the problem defined. We know what a regional director is supposed to do but frequently he is pre-empted by the director of DODDS. Examples of the pre-exemption are transfers, school year calendar, seven period day. We understand what the director of DODDS should be doing and who she should report to but now we have an additional link in the chain between the Assistant Secretary of

Defense and this position is known as the Deputy Assistant secretary (family support, education and safety). We don't know what this position's responsibilities are except that the incumbent has established a School Policy Group which it seems monitors the DoDDS directors actions; and at times counters her action or at other times initiates actions. Does the strict construction of Section 1403 of the Statute (P.L. 95-561) support the establishement of this new link? Probably not but if this will make order out of the chaos and poor decisions that are present now we will support it.

Teachers and managers are confused about the fuzzy managerial lines which now exists.

Example: We have seen the Torrejon (Madrid) Spain High School dormitory close and open again at least four times within a four month period this school year. Example: We have seen a August 21 starting date for the school year calendar, changed to a September 14 starting date and finally a September 4 starting date. We have been given various reasons for this such as Gramm-Rudman cuts. The truth is that these actions are not cuts because the school year is the same length with the same number of students teachers and administrators. To what problem do we owe this solution?

2. How is the present DODDS structure working?

As presently constituted, the DODDS managerial structure is not working.

It is not working because of great geographical distance between the DODDS headquarters and the staff and function its supervises. It is not functioning because of enormous duplication of services and excessive managerial manpower. It is not working because there is a

basic lack of trust between and among the managerial levels and between managers and the workforce. It is not working because the communications systems have failed and the workforce is required to litigate or attempt to obtain legislation to correct deficiencies. It is not working because policies are being imposed without rhyme or reason. All of these policies are solutions, often where no problem existed. Examples of these are:

1. The seven period day--where was the major impetus for this change? from the director of DODDS. No part of the school program has been declared so deficient as to require such a major change. No study conducted, no pilot program established, no need assessed. At best it was a whim which the director of DODDS thought was a good idea. Interestingly, no one else shared this thought.

2. Abolition of the transfer program - again Gramm-Rudman was called the culprits but in fact it was DODDS. The outright cancellation of the transfer program for this year plunged employee morale to new depths. Interestingly, managers are being transferred at government expense. Even more interesting is what DODDS is saying to the workforce. There still is a transfer program but only if the employee is willing to transfer <u>at his or her own expense.</u> As far as we can determine there was no need to cut the transfer program completely. The workforce was more than willing to accept a reduction. Teachers who in good faith took positions in hardship areas were/are being heavily penalized unnecessarily.

Other problems which need to be addressed are:

--Favoritism in selection of applicants for government sponsored training which would qualify him/her for promotions.

--Failure to notify newly employed teachers of their rights.

--Failure to hire fully qualified dependents of military personnel
--Failure to convert qualified dependents to tenured positions
--Reduction of qualifications for substitutes to two years of college
--Establishment of a master teacher program (in Panama) which is administered in such a way that no classroom teacher can qualify for the program.

3. What do the teachers recommend?

One, that DOD make the welfare of the students a very high priority without this immediate and on-going the educational program will continue to move from crisis to crisis as we have been. Establishing a deputy assistant secretary for education is one way to begin. Along with this establish and publicize the levels of responsibilities for each managerial level.

Two, make the positions of director of DODDS a career SES position and have someone what has experience and qualifications in managing a complex far flung school system. This could be a senior executive service position with all the benefits and allowances of living overseas with a rank equivalent to a military flag rank.

Three, move the DODDS HQ in Alexandria, Virginia overseas. Before doing this some major manpower surgery should be done. Assuming that the deputy assistant secretary staff would be the DODDS interface with the DOD hierarchy and Congress we could move DODDS HQ to Germany where the bulk of the schools are located and at the same time reduce its staff. Its functions would be:

1. staffing
2. fiscal
3. standards (standardized testing, graduation requirements, accreditations)

4. School year calendar

Rarely, if ever, have we seen a major HQs so far removed from its workforce and its function. DODDS HQ belongs in Europe where approximately 80% of its workforce and schools are located.

Four, the number of regions should be reduced to four. This would mean that a Germany, Mediterranean, Atlantic, Panama-Island schools and Pacific regions should be established. The regions functions should be reduced but would include in major part

1. Fiscal
2. staffing personnel (current functions)
3. Program evaluation
4. Logistics

Five, the Chief School Administrator (CSA) positions should be enhanced and include:

1. staffing at school level
2. curriculum

The curriculum coordinators should be assigned to schools and have at least 50% teaching responsibility. Six, reduce duplication on the various managerial levels. At the present we have managers at each of the four levels for special education and for computer science. This could be reduced to two levels, the CSA and school levels. The system should not need more than two levels of curriculum supervision.

Seven, we recommend that all professional educator administrator positions be converted from GS positions to PL 86-91 positions. Normally the schools are not staffed in the summer or duringg winter and spring recess periods. This should reduce the budget.

Eight, have the entire extra-curricular sporting program funded through the military morale, welfare and recreation agencies. If this is not possible have a balance between financial support given to academic and athletic activities.

5

Mine, communication channels must be opened. This can be accomplished by:

1. Moving DODDS HQ to Europe
2. Enhancing the school advisory committees in school, installations, region and national level. The regional and national committees should meet a minimum of four times a year.
3. Be involved with PTA.
4. Utilize the labor mangement relations forum. Encourage more consensus decision making. Use the modern managerial model as well as the normal chain of command type of communication.
5. Incidental communication which comes from being in proximity with the workforce.
6. Use a proven managerial model before initiating change. Identify the problem before making a change. Piloting, reviewing, evaluation assessment, change, termination or adoption rather than pure whim should guide changes.

How is the workforce effected by the current structure and the policies which emenate from it?

The morale is as low as it has ever been. This is demonstrated by:

*Teachers being disenfranchised when professional decisions are being made.

*Teachers have voiced bitterness at the change in the transfer program.

*Teachers in secondary schools are saying they never worked as hard as they do in DODDS while in the United Stated. Teachers with more than 20 years are resigning.

*New teachers are putting in one to two years and resigning.

*Teachers are not even guaranteed a duty free time to eat lunch.

There is much work to do to improve DODDS and make it reach its full potential. You have our cooperation, commitment and dedication to making these improvements happen.

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Mr. FORD. If I understand, the one thing common to both of the teachers organizations is the complaint that I heard before about the growth in administrative personnel and no comparable growth in professional teaching personnel. Is that right?

Mr. LEHMANN. Absolutely.

There's layer after layer being added, duplication after duplication, and to the point where one manager just says I'm not sure. You saw this today. One manager says we don't know what my responsibility is.

I think the perfect example in the Mediterranean region is the CSA office. We've asked—I've asked two of the three there what are your responsibilites. They have told me they're not sure. What are your authorities? They're not sure.

And, yet, they occupy a managerial level, and they have staff, and they expend money, but there's very little done.

The same thing within the school level. We have schools with three and four administrators where one or two would be sufficient.

You know, we're not dealing with a work force that's uneducated, that must be supervised from minute to minute or day to day. We're dealing with a very professional, highly trained group, supposedly capable of making decisions, detailed, complicated decisions, on its own. Yet, the way the structure is set up, it looks like you're pretty much on an assembly line and having a master over a slave every five or six slaves. And it is absolutely unnecessary as far as I can see.

Mr. ROLLINS. If I may comment, sir.

Mr. FORD. Did you want to say something about it?

Mr. ROLLINS. Based on the organizational structure that now exists, I can testify that there is a need for the way it exists, but I differ in how many personnel is involved at each structure.

Let me give you an example. Obviously, there is a need for DODDS existence in Washington in order to deal with educational issues worldwide with the proper people in the Department of Defense, and Congress, and other matters.

There's a need for regional authority to deal with the respective command level military, which they must deal with in logistical support and otherwise. But I think they're overstaffed in many respects at that level.

There's a need for the chief school administrator to deal with the respective military commands for logistical support and otherwise in certain areas. For example, obviously there's a need for them in countries like Japan, and Korea, and the Philippines, because they are unique, and they do have military commands at that respective level, and they need that administrator to deal with them.

But I question the need for that structure and as the way it is administered in Germany, for example.

There's a greater need for the chief school administrator depending on the geographics. And, obviously, there's a need for school level administration, but I question the need for the numbers.

My point of view is strictly from the statistics that it's analyzed, that we are understaffed in respect to teaching positions, and there is a question of how much staffing is needed above school level.

But I have no questions as to the need for the organizational structure.

Mr. FORD. Mr. Rollins, have you had an experience with the new position we have heard described here today of a director between the schools and the regional director?

Mr. Lehmann says that it's a position that exists but has no purpose.

Mr. ROLLINS. I'm sorry, sir. Which level are we talking about?

Mr. FORD. What is that?

Mr. LEHMANN. CSA.

Mr. ROLLINS. Yeah. That's the one I addressed just recently, just in the last minute, about the need for them in certain geographical areas. There is definitely a need for them on the areas like country-level administration, Japan and otherwise, Korea, and the Philippines, all of England, things of that nature. You need chief school administrators in order to work with the military effectively at that level with the logistical matters and other administrative matters.

We do not have a need for that level of administration per se with educational matters. And, so, that's why we questioned the number of staff personnel that each level of administration has when it comes to educational issues versus administrative issues.

Mr. FORD. I want to thank you both for your response and your carefully prepared statements that we have in the record.

We invite you to communicate any additional thoughts you have as a result of the testimony you have heard here today.

And I expect that we will be getting into this more deeply as we find the time to devote to it. But we do appreciate your cooperation with the committee at this point.

Thank you very much.

Mr. ROLLINS. Thank you.

Mr. LEHMANN. Thank you.

[Whereupon, at 1:05 p.m., the subcommittee was adjourned.]